Improving the Odds:

Employment, Disability and Public Programs in Canada

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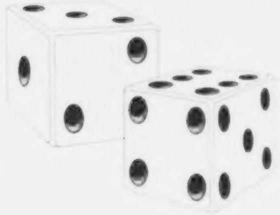

Employment, Disability and Public Programs in Canada

The Roeher Institute

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Foreword

For several reasons it is a little daunting to conduct research on disability and employment.

First, the issue comes very "close to the quick" for many people. Publicly regulated employers have obligations in many cases to improve the hiring, promotion and retention of people with disabilities, but are having difficulty doing so. Governments feel the same pressure both internally in their civil services and through their programs to improve employment at the community level in the for-profit and non-profit sectors. Educators at the secondary and post-secondary level know that their work will have an impact—for better or worse—on the employment and economic situation of students with disabilities. But educators often have difficulty addressing the learning needs and styles of those students and often don't know what happens to them once they leave the educational system. Community agencies are increasingly "under the gun" to show results in terms of job placements and hiring of people with disabilities. But the labour force has become increasingly competitive in recent years and many people have complex needs that defy "quick fix" approaches to counselling, training and employment. For people with disabilities, the issue drives to the core of their economic and social well-being, and for many, to the foundations of their mental and physical health and even survival itself. So the stakes are high for many people in improving the employment situation of people with disabilities, whose employment prospects often range from uncertain to poor.

Second, the issue is both complex and not so complex. It is complex in that the constellation of programs around disability must come into focus at the federal and provincial/territorial levels: counselling, information, education, training, income security, disability supports, human rights measures, measures for employers and a range of other measures. In a sense, research on issues of employment and disability amounts to research into the many societal and systems factors that touch directly upon the lives of people with disabilities and that can contribute to their disadvantage—or advancement—on the economic front.

The issue is also complex in that people living with disability from their early years will likely have a different educational and employment trajectory than people who become disabled after years of involvement in the paid labour force. Unlike most other people, people with disabilities will, in many cases, require some supports for employment, education or training that are specific to their disability, that are generally not well understood by the public at large and that, for many people, are not sufficiently available, accessible or affordable. Issues of gender, age, cause of disability, nature and severity of disability, visible minority status and geographic location all come into play as well. The will and means for the federal and provincial/territorial orders of government to collaborate on issues that defy compartmentalized thinking and approaches also have to be factored into the picture.

However, the issue is not so complex in that the basics are similar to those for other people. Like them, people with disabilities need to get a good education, develop their technical and social skills, clarify a career direction, find out where the employment opportunities are, get socially connected with prospective employers, try to make a good impression and hope for the best in an increasingly competitive labour market. Various supports specific to disability may be needed along the way, but the basic picture is fairly straightforward.

Third, finding reliable, detailed information on issues of disability and employment is difficult. Evaluation and other reports conducted for employment services under Part II of the Employment Insurance Act provide some detail on issues of disability and employment, but not much. Provinces do not use a consistent reporting template under Employability Assistance for Persons with Disabilities (EAPD), and the reporting is thin on program results for some jurisdictions, so it is difficult to make any comparisons or general conclusions as to measures that are working effectively. Major disability surveys such as the Health and Activity Limitation Survey (HALS) and the Participation and Activity Limitation Survey (PALS) occur infrequently and have used different approaches to defining disability, making comparisons from one reference year to the next quite problematic. The electronic file for PALS was not available to The Roeher Institute when the present research was conducted, so in-depth analysis using those data was not possible. Neither HALS nor PALS tell us much about the labour market services used by people with disabilities. Statistics Canada suppressed the disability variable on the public use data file for the 1998 version of the Survey of Labour and Income Dynamics (SLID), and that variable was somewhat different in design than on previous versions of the survey, so analysis and comparability based on SLID were problematic. Again, SLID tells us little about labour market services used by survey respondents. There are other methodological issues as well.

But if research on disability and employment is challenging, it has been a privilege to be involved in this work. We would like to thank the many people with disabilities and service providers who took the time to participate in the project's focus groups and to answer quite lengthy surveys that were conducted. Without this assistance the work could not have been completed. We would also like to thank Human Resources Development Canada's Office for Disability Issues for contributing funding for the research, and for demonstrating both interest in the results and patience with a process that took longer than we anticipated.

It is The Roeher Institute's hope that, through our efforts, we will have contributed to shedding some practical light on factors that can be addressed to improve the employment and income situation of people with disabilities. That situation has been tenuous in a country that the United Nations has consistently ranked among the best in the world.

Cameron Crawford
President

Introduction and Background to the Research

This research report is a follow up to a Roeher Institute publication of 1993 entitled, *On Target? Canada's Employment-Related Programs for Persons with Disabilities. On Target?* set out to answer several key questions. Why are the levels of employment among people with disabilities so low? What policy and program measures are in place to address this issue? Are those measures working, and if not, why not? What needs to happen to improve the employment situation of people with disabilities?

In the course of conducting the research for *On Target?*, The Institute found that people with disabilities are affected by a multitude of policy and program factors aside from disability itself. Taken together, these factors can create layers of disadvantage and multiple barriers to employment. The research also found that where needed policy and program measures are in place, the employment situation of people with disabilities generally improves—including the situation of people with significant functional limitations.

Since *On Target?* was written, there have been major changes in the federal and provincial/territorial policy, program and funding arrangements that directly affect people with disabilities. Important changes have occurred in the economy and in disability paradigms as well. These changes include:

- the splitting apart of two major federal departments (Health and Welfare Canada and the Employment and Immigration Commission) and their reconstitution under Human Resources Development Canada, Health Canada and Immigration and Citizenship Canada. When the present research went to press, Human Resources Development Canada was again being reorganized, this time as two separate departments (the Department of Human Resources and Skills Development, and the Department of Social Development).
- the termination of the Canada Assistance Plan and its replacement by the Canada Health and Social Transfer, to be replaced by 1 April 2004 by a Canada Health Transfer and a Canada Social Transfer.
- significant tensions between federal and provincial/territorial governments and changes in bilateral relations under the Social Union Framework Agreement and subsequent agreements and accords.

- the replacement of the Unemployment Insurance system by the Employment Insurance system.
- the devolution of many employment-related services and programs from the federal government to provincial/territorial governments under bilateral Labour Market Development Agreements.
- the replacement of the Vocational Rehabilitation of Disabled Persons Act and bilateral agreements by the Employability Assistance for Persons with Disabilities (EAPD) multilateral framework and bilateral agreements. When the present research went to press, the EAPD had been replaced by a new Multilateral Framework for Labour Market Agreements for Persons with Disabilities.
- tightening of eligibility for the Canada Pension Plan Disability Benefit.
- the struggle of all orders of government to move their budgets out of the red and into the black through cost-cutting measures, reflected at the provincial and territorial level in tightened eligibility for social assistance and other measures to contain public spending (e.g. "workfare").
- changes in the economy that have brought about for many workers a shift from employment in full-time jobs with company benefits, to employment in part-time jobs with few if any benefits.
- changes in thinking about social programs that were once founded on principles of charity, service and humanitarianism, then by citizenship, human rights and entitlements, but that have increasingly come under the influence of economic models that demand tangible value for public dollars spent.

Given such changes, how are people with disabilities faring in terms of their employment? How are programs working to support the employment of people with disabilities? What are some key issues that need to be addressed? What are some solutions for improving the employment situation of people with disabilities, given the new federal/provincial/territorial context? These questions are at the centre of the present research.

Overall we found that the employment of people with disabilities has remained low over the past decade, despite a range of policy and program tools for addressing this challenge. However, we also found that, where people have access to post-secondary education, training, transportation and various supports needed because of disability, the employment gap narrows considerably between people with and without disabilities. We point to elements of a more enabling and supportive approach for furthering the employment of people with disabilities. We present some financing options, confident that investments in education and training would be self-financing over the long term. We propose building on present successes by piloting "New Opportunity Zones" that would bring together labour market partners, support them to expand what they are presently doing well and broadly disseminate their knowledge.

The report sets the stage by describing the employment situation of people with disabilities in Chapter I. Chapter II explores the intergovernmental, funding and program context for addressing the low employment of people with disabilities. Chapters III through X look at a range of measures needed for participation in education, training and employment and key issues that people with disabilities are encountering around these measures. Chapter XI provides a summary of findings, while Chapter XII outlines some potential solutions. Chapter XIII concludes the report.

Appendix 1 provides notes on the methodology used for this research. Generally, however, the research drew from ten focus groups that involved 117 people (many but not all of whom had disabilities), 97 surveys that were designed and administered for the project, interviews with employer representatives and analysis of several of Statistics Canada's large population surveys. The latter were:

- The Health and Activity Limitation Survey (HALS) of 1991;
- The National Population Health Survey (NPHS) of 1996 and 1998;
- The Survey of Labour and Income Dynamics (SLID) Cross Sectional Person (CSP) and Cross Sectional Job (CSJ) file for 1994 and Longitudinal files for1994 and 1995;[1] and
- Tables prepared by Statistics Canada on the basis of the Participation and Activity Limitation Survey of 2001 (PALS).

The acronyms for these surveys are used throughout the report.

Ideally, PALS microdata would have been available for use in this research instead of HALS data. However, the raw PALS data were slated for public use sometime in the spring of 2004, i.e., after the present research was completed. Accordingly, HALS data were used in some instances to make general points that we conjecture are likely to be borne out in PALS as well.

Evaluation reports, scholarly articles and other documentation were also consulted for the research; these are referenced in the footnotes.

Terms frequently used in this report are defined in Appendix 2. However, by "disability" we generally mean the self-reported limitations in various activities of people who participated in this research or who were surveyed by Statistics Canada. Appendix 3 provides in summary form the elements of a robust labour market system that would ideally be in place for people with disabilities. Appendix 4 provides statistical tables based on surveys that were conducted for the research and based on Statistics Canada surveys. Appendix 5 provides supplementary charts/figures. Appendix 6 provides a listing of selected federal and provincial/territorial employment-related programs. Appendix 7 provides references for selected tabular, evaluative, scholarly and other materials reviewed for the research.

Tables and figures prefixed in the body of the research by the letter "A" (e.g. Table A1, Figure A1) refer to information that can be found in the Appendices.

The focus of the research is on the public policy and program environment, i.e., policies and services external to the workplace that interact with people with disabilities, employers and workplaces and that help set general conditions for increasing or decreasing the likelihood of employment.

The research is fairly comprehensive in "sweep", showing the diversity of policy and program elements that are in place and that potentially interact with one another. The research also flags key issues that people with disabilities and others are encountering with the present employment "system" taken as a whole.

However, the research does not provide a systematic evaluation of all employment-related programs, as this would be a vast undertaking. While the research flags several key issues at the individual workplace level that can foster or hinder the employment of people with disabilities, the research does not place major attention there, as such analysis and reporting would comprise a major report in itself. And while the research describes income security measures and flags key issues that would no doubt be detailed at greater length in an in-depth study on the income security — employment interface, the present study makes no pretence of providing a systematic, in-depth analysis of those issues. Appendix 2 explains in more detail the limitations of the present research.

It is The Roeher Institute's intent that the research will serve as a compendium of employment-related measures and will provide useful background information and analysis for people whose mandate or concern is to be familiar with this area — whether political leaders, government officials, employers, private sector human resources specialists, people working for community organizations, people with disabilities or their family members. Some of these people may have detailed knowledge about issues of disability and employment, some may be generally familiar but are looking for a more up-to-date picture than that provided in *On Target?*, and some may be looking for a general orientation to the subject.

Cameron Crawford (President, The Roeher Institute) wrote this report and was the principal researcher.

Mary Anne Burke (Director of Research), Doris Rajan (Director, Public Education and Social Development), Lynda White (Senior Consultant) and Shawn Pegg (Staff Researcher) at The Institute made major contributions in data gathering, preparing background summaries and in providing their insights and general assistance along the way.

Owais Rafiq and Geeta Parmeshwar (Research Assistants), Roslyn Ward (Manager, Information Services) and Joan Zarbatany (Executive Assistant) assisted with outreach and in ensuring that the focus groups and surveys for the research took place as planned. Vilma Guevara (Coordinator, Project Administration) attended to other administrative issues.

Special thanks are extended to the following people for generously taking time to review and provide comments on the draft of this report: Michael Prince PhD (Lansdowne Professor of Social Policy, University of Victoria), Harry Beatty PhD (private consultant specializing in disability, public programs and tax law), Don Gallant (Don Gallant and Associates), Laurie Beachell (Executive Director, Council of Canadians with Disabilities), Michael Bach (Executive Vice-President, Canadian Association for Community Living), and Mary Reid (Executive Director, St. John's Independent Living Resource Centre).

Special thanks are also extended to Human Resources Development Canada — Office for Disability Issues for providing financial support for this project. The findings reached and views expressed in this research are the sole responsibility of The Roeher Institute.

ENDNOTES:

[1] The disability variable for the SLID 1998 public use file was suppressed. Accordingly, SLID 1994 was used as disability-related information was readily available from that survey. The approach to defining disability was also more consistent with that of the other pre-PALS surveys.

I

Overview of the Challenge

A. PERSISTING LOW EMPLOYMENT OF PEOPLE WITH DISABILITIES

The fundamental issue that gives rise to this research and that requires a policy and program response is the persisting, low level of employment of people with disabilities.

This problem has surfaced in discussions that Roeher Institute researchers have had with people with disabilities over the past 15 years or so, in interviews and focus groups conducted for this and other research projects, and in a variety of major population surveys. Table 1 shows the pattern across four of those surveys. Text Figure 1 shows the levels of employment at five-week intervals.

Table 1. Labour force status of people with disabilities across four population surveys (showing percentages)

HALS 1991	**Disability**	
	Yes	**No**
Employed at time of survey	48.2	73.0
Unemployed at time of survey	8.1	7.9
Not in labour force at time of survey	43.7	19.1
Total	**100.0**	**100.0**
Participation rate	56.3	80.9
Unemployment rate	14.4	9.8

(continued)

Table 1. Labour force status of people with disabilities across four population surveys (showing percentages) (continued)

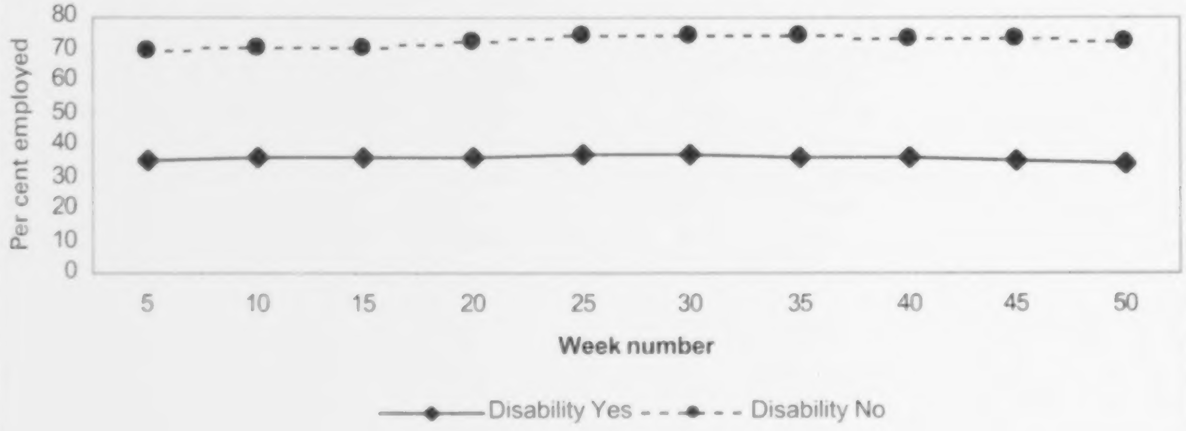
SLID 1994	Disability	
	Yes	No
Employed all year	28.8	60.8
Unemployed all year	4.7	2.4
Not in labour force all year	8.5	14.0
Employed part year, unemployed part year	6.1	8.8
Employed part year, not in labour force part year	4.1	6.7
Unemployed part year, not in labour force part year	3.6	1.9
Employed, unemployed and not in labour force in the year	4.3	5.4
Total	**100.0**	**100.0**
Participation rate	51.6	86.0
Unemployment rate*	14.0	3.8

* Based on figures for people employed or unemployed all year

NPHS 1998	Disability	
	Yes	No
Working at time of survey	53.8	73.6
Not working at time of survey, but worked in the year	7.5	7.8
Not working at time of survey, no work in the year	38.7	18.6
Total	**100.0**	**100.0**
Participation rate	61.3	81.4
Unemployment rate	12.2	9.6

PALS 2001	Disability	
	Yes	No
Employed at time of survey	43.7	78.4
Unemployed at time of survey	4.7	5.1
Not in labour force at time of survey	51.6	16.5
Total	**100.0**	**100.0**
Participation rate	48.4	83.5
Unemployment rate	9.7	6.1

Text Figure 1: Weekly employment by disability status



The Canadian Council on Social Development recently reported that the full year employment of people without disabilities increased between 1993 and 1998, regardless of age group and level of education. In contrast, among people with disabilities and less than post-secondary education, employment decreased among those younger than 50.[2]

The Employment Equity Act Annual Reports, which pertain to the federally-regulated employment sector[3], consistently report people with disabilities as experiencing unacceptably low employment levels.[4]

People with disabilities work half as many weeks per year as others, are unemployed longer, and spend nearly three times as many weeks out of the labour force (Table 2).

Table 2. Weeks employed, unemployed and not in the labour force among working-age people with and without disabilities

	Disability	
	Yes	No
No. weeks employed	19.1	38.3
No. weeks unemployed	5.0	3.8
No. weeks not in labour force	29.0	10.9

Source: SLID 1994 CSP file

B. COSTS

The economic costs of the displacement of people with disabilities from employment are substantial, to say nothing of the social costs. The Organization for Economic Cooperation and Development (OECD) has estimated that the cost of employment-related pensions and benefits comprises 1.28 per cent of GDP and 7 per cent of all public expenditures in this country. The figure is conservative as it does not take into account provincial/territorial social assistance to people with disabilities.[5] Health Canada[6] conservatively estimates that the cost of disability in terms of interrupted/foregone employment in Canada was $42 billion in 1998 — $32.2 billion for long-term and $9.8 billion for short-term disability.[7]

C. FACTORS AFFECTING EMPLOYMENT LEVELS

The employment levels of people with disabilities vary according to a range of factors. These include age, gender, visible minority status, province/territory of residence and level of education. Important factors that are specific to disability include the degree and nature of disability, job accommodation requirements (e.g. whether there is a need for flexible work hours, accessible transportation, on-the-job personal support, etc.), access to work-related training to enhance skills or learn new skills, environmental barriers (e.g. lack of accessible transportation, concern about losing health-related benefits if employed) and whether disability is more or less constant or comes in cycles.

1. GENERAL DEMOGRAPHIC FACTORS

Younger people with disabilities are more likely than their older counterparts to be employed (Figure A1). Women with disabilities are less likely than men to be employed. However, women with disabilities fare comparatively better when the employment level of other women rather than men is used as the benchmark (Figure A2). People with disabilities from visible minority groups are less likely than others to be employed (Figure A3). People with disabilities living east of Ontario, where economies have tended to be comparatively weak, are less likely to be employed than their counterparts from Ontario westwards (Figure A4).

As with people who do not have disabilities, the higher the level of education, the greater the chances of employment for people who do have disabilities (Figure A8). People with disabilities and less than high school graduation lost ground in terms of median earnings throughout the 1990s.[8]

2. FACTORS SPECIFIC TO DISABILITY

Factors specific to disability have a bearing on employment status. For instance, people with a severe level of disability[9] are much less likely to be employed than people with a lesser degree of disability (Figure A5). People with hearing disabilities fare relatively well in terms of employment level when compared with others with disabilities, although their overall level of employment is far below that of people without disabilities (Figure A6). People with multiple disabilities—comprising 53 per cent of all working-age people with disabilities—have very low employment levels (Figure A6).[10]

As well, cause of disability is linked to employment level. For instance, people who become disabled as a result of work-related accidents or other factors in the work environment are more likely than others to be employed (Figure A10). In part, this better access to employment may be due to people's demonstrated skills and value to employers before becoming disabled, or involvement in workplaces that foster job re-entry and retention of employees who become disabled as a result of industrial, motor vehicle and other accidents.

Adding to the range of issues that affect the employment chances of people with disabilities is the changing nature of disability. Roughly half of people with disabilities cycle into and out of the conditions that limit their activities at home, school, work or other activities (Table 3). Employment levels of people whose disabilities span two consecutive years are lower than the levels of people moving into or out of disability status in a given year (Table 4).[11]

Table 3. Disability status over six year time frame (working-age)[12]

	% of total population	% of persons with disabilities
Disability all six years	4.2	16.6
Sustained exit from disability	2.4	9.5
Sustained entry into disability	6.5	25.7
Cycles	12.2	48.2
Total	25.3	100.0

Source: Canadian Council on Social Development.

Table 4. Working-age persons, showing ongoing disability status and annual labour force activity, 1994 (showing percentages; rows add to 100%)

	For entire year			For part of the year		
	Employed	Unemployed	Not in labour force	Were employed at some point	In other transitions (outside of employment)	TOTAL
No disability 1993 or 1994	60.3%	2.1%	16.1%	19.80%	1.7%	100.0%
Disability 1993 only	40.2%	2.6%	34.2%	19.00%	4.0%	100.0%
Disability 1994 only	46.1%	2.9%	27.7%	19.20%	3.9%	100.0%
Disability 1993 and 1994 (i.e. ongoing)	18.9%	4.2%	65.2%	9.30%	2.3%	100.0%

Source: SLID Longitudinal Person File

Employment-related needs that are specific to disability also have a bearing on employment, and the particular needs in question may have different implications for employment. For instance, people needing accessible transportation are much less likely to be employed than people needing technical aids/devices in the workplace (Figure A7). People with disabilities who have taken training to improve their job skills are more likely to be employed than those without training (Figure A9).

Similarly, a range of external barriers can discourage people from looking for work. Such barriers include: potential loss of income or disability supports if employed (e.g. drug plan, housing available through income security programs), family and friends who discourage the search for work, family responsibilities that prevent work, lack of accessible information about available jobs, worry about being isolated by other workers on the job, discrimination, lack of available jobs and other barriers. Analysis of HALS found that 66.7 per cent of people with disabilities who are not in the labour force are contending with one or more of these factors.

3. MULTIPLE DISADVANTAGE

The chances of exclusion from the labour force are compounded as factors such as age, gender and visible minority status come together. For example, 53.8 per cent of people with disabilities were employed when the NPHS was conducted in 1998 (Table 1).

- For people with disabilities 35 to 64 years of age the figure was lower—51.5 per cent.
- For all working-age women with disabilities the figure was lower still—50.7 per cent.
- For working-age visible minorities with disabilities the figure was only 45.1 per cent.
- For women with disabilities, aged 35 to 64 and from visible minorities, only 32 per cent were employed when the NPHS was conducted.[13]

Among working-age Aboriginal persons with disabilities, the employment rate was 28 per cent based on the Census of 1996, compared with 56 per cent among all working-age Aboriginal people.[14]

Analysis of HALS found numerous subgroups within the community of persons with disabilities that each have different employment prospects, depending on the multiplicity of issues with which people may be contending. Selected issues examined include the need for any job accommodations, education level (i.e. less than high school graduation, high school graduation, more than high school graduation), whether people have ever taken job-related training and whether they face difficulties with local transportation.

For people dealing with various "clusters" of needs or issues to be addressed, employment levels were calculated in relation to the levels of employment for working-age people without disabilities. This method yielded the Relative Employment-Population Ratios (REPRs) for the clusters examined. (See Appendix 2 for a more detailed explanation of REPR.) The analysis identified the numbers of people in each cluster who are not working and who do not consider themselves completely prevented from working because of disability. Results are shown in Table 5.

Table 5. Barriers/needs of working-age people with disabilities showing Relative Employment-Population Ratios (REPRs) and numbers of people who do not consider themselves completely prevented from working because of disability

Cluster #	Need job accommo-dation(s)?	Education	Trained?	Local transportation problems?	Not wkg and not completely prevented because of disability	REPRs
1	No	< HS Grad	No training	Trans. OK	123,000	50%
2				Trans. prblms	5,000	54%
3			Trained	Trans. OK	26,000	82%
4				Trans. prblms	–	–
5		HS Grad	No training	Trans. OK	33,000	66%
6				Trans. prblms	–	–
7			Trained	Trans. OK	21,000	90%
8				Trans. prblms	–	–
9		HS Grad +	No training	Trans. OK	41,000	74%
10				Trans. prblms	–	–
11			Trained	Trans. OK	52,000	102%
12				Trans. prblms	2,000	96%
13	Yes	< HS Grad	No training	Trans. OK	57,000	23%
14				Trans. prblms	12,000	9%
15			Trained	Trans. OK	30,000	46%
16				Trans. prblms	4,000	40%
17		HS Grad	No training	Trans. OK	12,000	44%
18				Trans. prblms	5,000	7%
19			Trained	Trans. OK	5,000	61%
20				Trans. prblms	3,000	21%
21		HS Grad +	No training	Trans. OK	18,000	43%
22				Trans. prblms	9,000	14%
23			Trained	Trans. OK	43,000	62%
24				Trans. prblms	6,000	64%

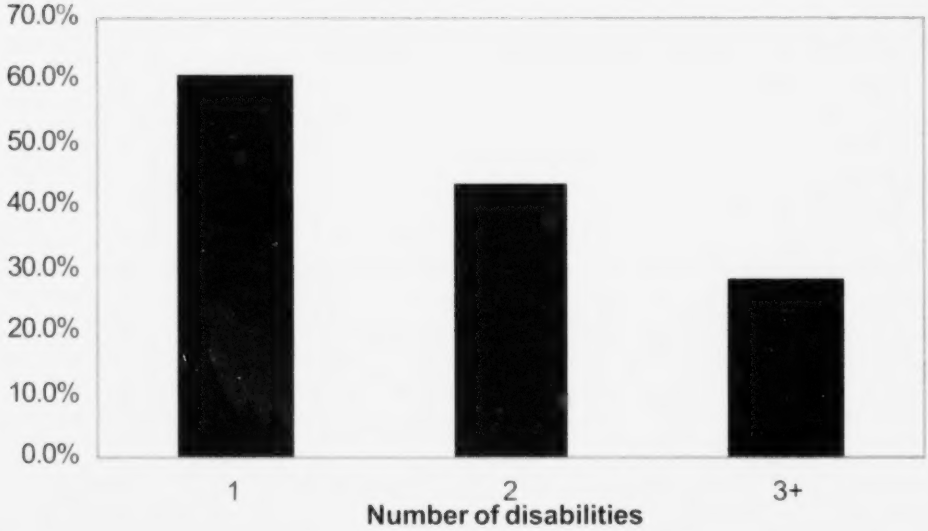
Source: HALS 1991 public use file

People who do not consider themselves completely prevented from working because of disability, but who need one or more job accommodations, and have less than high school graduation and have not taken work-related training to improve their skills (cluster #14) have an REPR of 9 per cent. That is, their employment level is less than one-tenth that of people without disabilities. Conversely, and not surprisingly, those who have a level of education higher than high school graduation, have taken training, need no job accommodations and face no difficulties with community transportation (cluster #11) are employed at essentially the same REPR as people without disabilities.

Employment levels also decrease as the number of broad categories of reported disability increase. For example, only 28 per cent of people reporting three or more types of disability (e.g. mobility and agility and seeing) are employed, compared with 60.8 per cent reporting only one type of disability (Text Figure 2).

Similarly, a person may need more than one job accommodation in order to be able to work. Figure A11 shows that, generally speaking, with an increase in the number of needed job accommodations, the likelihood of employment decreases.

Text Figure 2. Percentage of people with disabilities employed, by number of broad categories of disability reported



Source: HALS 1991

D. SUMMARY

People with disabilities are much less likely to be employed than other working-age people. The low employment is the result of many factors, including general demographic factors such as age, gender, visible minority status, geographic location and education level. Other factors are more specific to disability and include the nature, severity, cause and duration of disability. Employment-related needs that are specific to disability also affect employment prospects, such as the need for accessible transportation or accommodations in the workplace. Environmental and other barriers can altogether discourage and prevent people from seeking employment. Multiple layers of disadvantage further decrease the likelihood of employment. The costs of disability in terms of lost productivity are substantial as a share of GDP and as a percentage of all government transfers in Canada.

ENDNOTES:

[2] The figures are for people not enrolled as full-time students. Canadian Council on Social Development, *First Set of Supplemental Tables for CCSD's Disability Information Sheet #3*, 2001. Available at http://www.ccsd.ca/drip/research/supp3a.htm.

[3] Employment Equity is discussed in Chapters II.B.6 and IX.2 of this report.

[4] See Employment Equity reports on disability by the Canadian Human Rights Commission at http://www.chrc-ccdp.ca/Legis&Poli/issues/disability.asp?l=e.

[5] OECD, Directorate for Education, Employment, Labour And Social Affairs — Employment, Labour And Social Affairs Committee, Working Party on Social Policy, *Participative Disability Policies for the Working-Age Population: Towards a Coherent Policy Mix, Main Findings and Policy Conclusions*, 2002, Table 2.

[6] Health Canada, *The Economic Burden of Illness in Canada, 1998* (Ottawa: Minister of Public Works and Government Services Canada, 2002).

[7] The 1999 GDP of $753 billion was used in the calculation. Statistics Canada, *The Canada e-Book– The Economy – Economic size and growth*, 11-404-XIE (2001). Available at http://142.206.72.67/03/03a/03a_001a_e.htm.

[8] Canadian Council on Social Development, *CCSD's Disability Information Sheet: Number 4, 2002* (2002), Chart 2B. Available at http://www.ccsd.ca/drip/research/dis4/index.htm#ws.

[9] See Appendix 2 for a definition of severe disability.

[10] See also Income Security Division, Saskatchewan Social Services and Office of Disability Issues, *Disability and Labour Market Attachment: A Survey of Social Assistance Clients With and Without Disabilities* (Regina: Author, February 2003), Figure 9.

[11] See also Canadian Council on Social Development, *CCSD's Disability Information Sheet: Number 5, 2002* (2002), Table 1 and Chart 2. Available at http://www.ccsd.ca/drip/research/dis5/index.htm#ap. While CCSD's analysis focuses on people deemed economic "successes" owing to stable and enviable earnings profiles, the general pattern is the same as in Text Table 4. Those with disabilities over a multi-year time frame, or who cycle into and out of disability, are much less likely than others to have access to employment income. See also *CCSD's Disability Information Sheet: Number 2, 2001, Methodological Issues* (2001), Table 1. Available at http://www.ccsd.ca/drip/research/dis2.htm.

[12] Selected terms in Table 2 are defined as follows for the total working-age population.

Exit (has disability, then does not have disability):

- early exit (respondent moves from "Yes" to "No" in first three years) — 1.9 per cent.
- late exit (respondent moves from "Yes" to "No" in final three years) — 0.5 per cent.
- Total with sustained exit from disability (i.e. either early or late exit) — 2.4 per cent.

Entry (does not have disability, then has disability):

- early entry (respondent moves from "No" to "Yes" in first three years) — 3.2 per cent.
- late entry (respondent moves from "No" to "Yes" in final three years) — 3.3 per cent.
- Total with sustained entry into disability (i.e. either early or late entry) — 6.5 per cent.

Cycles of disability (two or more changes in status), i.e., three or more years having disability (5.3 per cent) or two or less years having a disability (6.9 per cent for a total of 12.2 per cent).

[13] Further analysis of such factors by region of the country and by rural/urban distribution yields even further levels of employment disadvantage for some groups. However, the total numbers of people affected by each permutation become quite small and cannot be reported within Statistics Canada's confidence limits.

[14] Canada, *Advancing the Inclusion of Persons with Disabilities* (Ottawa: 2002), 7.

II

Tools for Addressing the Challenge

In Canada, a complex mix of policy, program and funding measures is in place to address the issue of employment and disability. These measures include:

- overarching intergovernmental agreements, which set the stage and tone for other agreements, policy and funding commitments; and
- a range of specific measures and programs that aim to integrate people into employment, education and training; to financially support or compensate those who are not employed;[15] and that provide supportive services to people regardless of their employment situation.

Integrative measures include those to:

- further the education, employment training and general skills of people with disabilities and other disadvantaged groups;
- provide assessment, counselling, information, linkage, job development and other services so people can secure access to the education, training and employment opportunities they need;
- provide financial support to those seeking to further their education, training and employment prospects;
- address the discrimination that people with disabilities may face in the labour market;
- address the labour-force disadvantages that people with disabilities and other groups have faced.

These measures are funded and operate under a range of auspices, including:

- bilateral Labour Market Development Agreements (LMDAs) and the associated Employment Benefits and Support Measures (EBSMs);
- the Opportunities Fund;
- the Multilateral Framework on Employability Assistance for People with Disabilities (EAPD);
- Workers' Compensation programs;
- the Canada Pension Plan Disability Benefit;

- other education, training, employment support, income support programs and social services funded and delivered by the provinces and territories;
- federal and provincial human rights legislation and commissions;
- federal Employment Equity legislation and initiatives; and
- the income tax system.

General measures are those that:

- provide a range of human, technological, vocational rehabilitation and other supports that people may need specifically because they have disabilities. These measures may support the participation of people with disabilities in education and employment but may also be available to people who are unemployed or not in the labour force.

Such measures are funded and operate under auspices such as:

- provincial/territorial ministries responsible for health, post-secondary education and social assistance and social services;
- provincial/territorial Workers' Compensation/Workplace Safety and Insurance programs; and
- employers (public and private sector).

Compensatory measures are those that:

- provide income support/replacement for basic living requirements to people who are unemployed or out of the labour force.

These are provided under:

- provincial/territorial ministries responsible for social assistance;
- Workers' Compensation programs;
- Employment Insurance (Regular and Sickness Benefits); and
- the Canada/Quebec Pension Plan.

Following is a description of key policy and program measures. More detailed discussion is provided in chapters that deal with specific issues.

A. OVERARCHING INTERGOVERNMENTAL AGREEMENTS

Key overarching intergovernmental agreements with implications for the employment of people with disabilities are:

- Report to Premiers by the Provincial/Territorial Ministerial Council on Social Policy Reform and Renewal, 1996;
- In Unison: A Canadian Approach to Disability Issues, October 1998;
- Social Union Framework Agreement, February 4, 1999 (SUFA).[16]

Taken together these agreements set out a new course in Canadian federalism by committing federal and provincial/territorial (FPT) governments to a higher degree of cooperation between the orders of government, and more direct provincial/territorial control over programming, than had been the case before the mid-1990s.

1. REPORT TO PREMIERS BY THE PROVINCIAL/TERRITORIAL MINISTERIAL COUNCIL ON SOCIAL POLICY REFORM AND RENEWAL

The 1996 Report to Premiers by the Provincial/Territorial Ministerial Council on Social Policy Reform and Renewal[17] arose from the provincial/territorial social services ministers' search for a "new and genuine partnership between federal and provincial/territorial governments", a partnership which required a clear definition of federal-provincial roles and responsibilities.

The ministers were responding to a range of issues. These included globalization, the need to reduce government deficits and spending, growing recognition of the need for fundamentally new approaches to social policy and the federal government's exercise of its spending power.

The report included 15 principles grouped under four major thematic areas for guiding social policy and program reform:

- accessibility of programs and programs that serve the basic needs of all Canadians;
- individual and collective responsibility for social policy and programs;
- affordability, effectiveness and accountability; and
- flexibility, responsiveness and reasonable comparability of social programs across Canada.

Principles selected from the Report for guiding social policy and program reforms that touch on employment and income security are as follows:

Accessibility of Programs and Serving the Basic Needs of All Canadians

Social policy must:

- assure reasonable access to … education and training, income support and social services that meet Canadians' basic needs.
- support and protect Canadians most in need.
- promote social and economic conditions which enhance self-sufficiency and well-being, to assist all Canadians to actively participate in economic and social life.
- promote active development of individuals' skills and capabilities as the foundation for social and economic development.

Individual and Collective Responsibility for Social Policy and Programs

Social policy must:

- reflect individual and collective responsibility for … education and social security, and reinforce the commitment of Canadians to the dignity and independence of the individual.

- foster partnerships among governments, communities, social organizations, business, labour, families and individuals.
- recognize the continuing and important role for both orders of government in the establishment, maintenance and interpretation of national principles for social programs.

Affordability, Effectiveness and Accountability

Social programs must:

- be protected in terms of their funding while being affordable, sustainable, and designed to achieve intended and measurable results.
- reflect, in their design, the long-term benefits of prevention and early intervention.
- fulfil federal constitutional, fiduciary, treaty and other historic responsibilities to Aboriginal Canadians, both on and off reserve, for assurance of their … income support, social services … training and educational opportunities.
- be coordinated and integrated across levels of government in order to ensure efficient and effective program delivery, and to reduce waste and duplication.

Flexibility, Responsiveness and Reasonable Comparability across Canada

Social policy must:

- be flexible and responsive to changing social and economic conditions, regional/local priorities and individual circumstances.
- ensure that all Canadians have access to reasonably comparable basic social programming throughout Canada and ensure that Canadians are treated with fairness and equity.
- recognize and take into account the differential impact social programming can have on men and women.

2. IN UNISON: A CANADIAN APPROACH TO DISABILITY ISSUES

In Unison: A Canadian Approach to Disability Issues[18] is a "vision paper" released in October 1998 by the Federal/Provincial/Territorial Social Services Ministers. It stems from the June 1996 First Ministers' Meeting, in which persons with disabilities were identified as a collective priority in the pursuit of social policy renewal.

The guiding vision for *In Unison* is that people with disabilities will participate as full citizens in all aspects of Canadian society, which requires the commitment of all segments of society. Access to required supports and the elimination of barriers that prevent their full participation will enable persons with disabilities to maximize their independence and enhance their well-being in realizing the vision.

The vision is based on the values of equality[19], inclusion[20] and independence.

In Unison is also guided by the work of the social union (including the principles inherent in the concept of flexible and efficient federalism) and principles for guiding social policy reform as laid out in the *Report to First Ministers* of 1996.

In Unison translates the vision of full citizenship into objectives and policy directions within three interrelated building blocks: disability supports, employment and income.

Concerning employment, "the intent of *In Unison* is to enhance the employability of persons with disabilities, encourage (re)entry into the labour market and help promote more work and volunteer opportunities. Enhancing employability means supporting access to education, providing supports and flexibility in training programs, making job accommodation available and offering job seekers and employers adequate information."

Specific employment objectives of *In Unison* are to:

- reduce reliance on income support programs;
- promote access to the training programs available to all Canadians;
- increase the availability of work-related supports;
- encourage employers to make appropriate job/workplace accommodation; and
- promote work and volunteer opportunities for persons with disabilities.

Policy directions concerning employment are to foster:

- widespread understanding and application of the concept of job accommodation;
- measures that provide more assistance to offset work-related disability costs;
- greater support for community economic development and self-employment for persons with disabilities; and
- better access to education, training and transition mechanisms.

While *In Unison* predates the Social Union Framework Agreement, its underlying approach to intergovernmental collaboration and its guiding principles are similar.

3. SOCIAL UNION FRAMEWORK AGREEMENT (SUFA)

The 1999 SUFA is an intergovernmental agreement for furthering the collaboration between orders of government.[21] It builds on the 1996 Report to Premiers by the Provincial/Territorial Ministerial Council on Social Policy Reform and Renewal.

SUFA commits governments to the following principles:

- equality, fairness, rights and the dignity of women and men and their diverse needs;
- meeting the needs of Canadians through access to essential social programs and services of reasonably comparable quality;
- respect for the principles of medicare;
- promoting the full and active participation of all Canadians in Canada's social and economic life;
- partnership between governments, individuals, families, communities, voluntary organizations, business and labour;

- ensuring opportunities for Canadians to have meaningful input into social policies and programs;
- sustainability of social programs and services;
- upholding the rights of Aboriginal peoples.

SUFA also commits governments to:

- safeguarding and ensuring the mobility rights of Canadians;
- monitoring and measuring outcomes of social programs and regular reporting and information sharing on program performance;
- ensuring effective mechanisms for Canadians to participate in developing social priorities and reviewing outcomes;
- transparency of eligibility criteria and service commitments;
- appeal procedures and public reporting on the same;
- joint planning and collaboration between orders of government;
- funding predictability;
- federal consultation with provinces and territories to identify Canada-wide priorities and objectives for any new Canada-wide initiative in … post-secondary education, social assistance and social services funded through intergovernmental transfers;
- determination of detailed program design and suitable mix at the provincial/territorial level.

SUFA has served as a kind of keystone for guiding relations between provinces and territories. The principles and language of SUFA are reflected in subsequent FPT accords on health and child development.

The June 2003 Three Year Review of SUFA was largely silent on issues related to disability.[22]

B. LABOUR FORCE INTEGRATION AND ANTI-DISCRIMINATION MEASURES

Labour force integration measures are defined as those that seek to encourage and support unemployed individuals to enter or re-enter the labour force. Key among such measures are:

- Labour Market Development Agreements (LMDAs) and the associated Employment Benefits and Support Measures (EBSMs);
- The Opportunities Fund;
- the Multilateral Framework on Employability Assistance for People with Disabilities (EAPD); and
- other education and training-related programs and services funded and delivered by the provinces and territories.

1. LABOUR MARKET DEVELOPMENT AGREEMENTS (LMDA) AND EMPLOYMENT BENEFITS AND SUPPORT MEASURES (EBSM)

In November 1995, the Government of Canada announced its intention to withdraw from the direct delivery of labour market training (apprenticeship programs, labour market training, co-operative education programs and workplace-based training), stating that labour market training relates primarily to the provincial responsibility for education. Provinces had been advocating a review and realignment of federal/provincial responsibilities in this area. Previously, the federal government had played a major role in the direct delivery of training and other labour market interventions through programs such as the Labour Force Development Strategy, the Canadian Jobs Strategy and other initiatives that can be traced back to the 1960s.

The February 1996 Speech from the Throne committed the federal government to establish new relationships with the provinces and territories to strengthen national and local labour markets. This resulted in two broad sets of programs: a new Employment Insurance system and Labour Market Development Agreements.

Part II of the Employment Insurance (EI) Act provides for a range of active employment benefits and support measures to get people back to work as quickly and efficiently as possible. The Act authorizes the Government of Canada to enter into agreements with each province and territory on the design and delivery of the new active employment benefits and support measures contained in Part II of the Act. These measures can be tailored to the needs of individuals and local labour market realities.

On May 30, 1996, the Government of Canada offered provinces and territories responsibility for the design and delivery of active employment benefits and measures. All provinces and territories except for Ontario subsequently accepted the offer, signing FPT Labour Market Development Agreements (LMDAs)[23] to operationalize the new arrangements.

About $1.95 billion will flow through LMDAs in fiscal 2003-2004 for employment programs and services.[24] While people with disabilities are not usually targeted in particular under the LMDAs, they, like other Canadians who are eligible for Employment Insurance, may be able to take part in the Employment Benefits and Support Measures (EBSMs) funded under the transfers. In some cases individuals do not need to be EI eligible to participate in EBSMs.

HRDC delivers EBSMs in Newfoundland and Labrador, Nova Scotia, Prince Edward Island, Ontario, British Columbia and the Yukon. The provincial or territorial governments of New Brunswick, Quebec, Manitoba, Saskatchewan, Alberta, the Northwest Territories and Nunavut deliver equivalent programs.

Governments have the discretion to enter into agreements with other organizations (e.g. colleges, voluntary organizations) to deliver EBSMs.

EBSMs can be divided into two broad classes:[25]

- Employment Benefits (which directly target and provide funding to, or in direct reference to, individuals); and
- Support Measures (which aim to improve the employment prospects of individuals by providing financial assistance to organizations, businesses and communities that in turn provide employment assistance services to unemployed Canadians).

EBSM Employment Benefits for individuals are as follows:[26]

- Skills Development;
- Self-Employment;
- Job Creation Partnerships; and
- Temporary Earnings Supplement.

EBSM Support Measures for organizations, businesses and communities are:

- Employment Assistance Services;
- Targeted Wage Subsidies;
- Labour Market Partnerships; and
- Research and Innovation.

All EBSMs aim to assist unemployed people to prepare for, obtain and maintain employment and to save costs to the Employment Insurance Account. Individuals currently on an active EI claim may continue to receive their regular EI benefits until the end of their benefit period (i.e. up to 52 weeks).

These programs are discussed in more detail later in this report.

2. OPPORTUNITIES FUND (OF)

The Opportunities Fund (OF) for Persons with Disabilities is a relatively small program whose objective is to assist persons with disabilities in preparing for, obtaining and keeping employment or becoming self-employed, thereby increasing their economic participation and independence.[27]

While not a federal-provincial/territorial transfer, the Opportunities Fund is important in the sense that the intent of the program is to assist people with disabilities who normally have had little or no labour force attachment and who therefore do not qualify for assistance under the Employment Insurance (EI) program. The operating principle is that, where clients are eligible for other programming, OF will function as an alternative measure for cases where there is no comparable intervention easily accessible for the client.

The OF will cost the federal government $23.8 million in the 2003-2004 fiscal year.

Activities are to be carried out in accordance with guidelines that are quite similar to the guidelines that are to inform generic employment support programming under the LMDAs.

3. MULTILATERAL FRAMEWORK ON EMPLOYABILITY ASSISTANCE FOR PEOPLE WITH DISABILITIES (EAPD)

In 1997, both orders of government supported the replacement of the Vocational Rehabilitation of Disabled Persons (VRDP) program with a new initiative, the Canada-Provincial/Territorial Employability Assistance for People with Disabilities Initiative (EAPD). Under the EAPD the Government of Canada shares with the provinces and territories costs of initiatives with a focus on employment and labour market interventions for people with disabilities.[28]

The goal of the EAPD is to provide funding to provinces and territories to deliver a range of measures to enhance the economic participation of working-age adults with disabilities in the labour market by helping them to prepare for, attain and retain employment.

Examples of interventions that provinces and territories may choose to jointly fund through EAPD include:

- employment counselling and assessment;
- pre-employment training, skills development;
- post-secondary education support;
- school to work transitions;
- ongoing active employment support;
- assistive aids and devices;
- individualized funding, wage subsidies and earnings supplements;
- supported employment;
- vocational crisis interventions; and
- self-employment.

The federal government will transfer $192 million to the provinces and territories in the 2003-2004 fiscal year.[29]

EAPD agreements specifically require that the programs supported by federal funding under the Agreements be in accordance with the Canadian Charter of Rights and Freedoms (and therefore respect the mobility protections contained in the Charter).

Towards the completion of the present research, federal, provincial and territorial Ministers Responsible for Social Services[30] adopted a new Multilateral Framework for Labour Market Agreements for Persons with Disabilities. This new Framework will replace the EAPD. It is anticipated that any changes in programming will evolve in a gradual fashion under the new Framework. Throughout the remainder of this report, EAPD connotes any successor agreements negotiated under the new Framework.

4. VOCATIONAL REHABILITATION

There are three streams of publicly-funded coverage for vocational rehabilitation in Canada: a) provincial workers' compensation programs; b) provincial programs previously financed under federal-provincial Vocational Rehabilitation of Disabled Persons arrangements and presently financed under federal-provincial Employability Assistance accords; and c) coverage provided through the Canada Pension Plan's Vocational Rehabilitation Program for CPP Disability Benefit recipients seeking to move back into the labour force. As well, employer-based disability insurance schemes and individual disability insurance programs offer vocational rehabilitation services in some instances.

Vocational Rehabilitation under Workers' Compensation Programs

Provincially regulated workers' compensation programs provide physical, vocational and other forms of rehabilitation services to injured workers. In that all workers' compensation programs have as an intended outcome injured workers' speedy return to suitable work wherever possible, vocational rehabilitation services are integral to workers' compensation programs in all jurisdictions.

In some jurisdictions, workers' compensation boards or workplace safety and insurance boards (WCBs and WSIBs) are required to prepare a personal rehabilitation plan with the worker's collaboration. Services may include vocational guidance, counselling, testing, retraining and assistance in finding gainful employment. In addition to wage loss compensation, injured workers may also receive allowances for personal care or attendant services, special clothing, assistive devices and other support measures, as well as hospitalization services.

In 1999, total expenditures across all jurisdictions in Canada were nearly $437 million for hospitalization and rehabilitation services for injured workers under workers' compensation programs.[31]

Vocational Rehabilitation under the EAPD

The Vocational Rehabilitation of Disabled Persons Program (VRDP) was a federal cost-sharing arrangement through which the federal government matched eligible provincial/territorial expenditures for programs and services that supported the gainful employment of people with disabilities. Although this program has been replaced by the Employability Assistance for Persons with Disabilities program, provinces continue to fund vocational rehabilitation services similar to those that were funded under VRDP.

While there is considerable variation in programming from one part of the country to the next, general kinds of vocational rehabilitation services funded under EAPD include:

- assessment
- counselling
- restorative goods and services (e.g. prostheses; wheelchairs; technical aids)
- vocational training and employment placement
- books, tools and equipment needed for vocational rehabilitation
- individually-required maintenance or training allowances
- follow-up goods and services after the individual finds employment
- goods and services required to address a vocational crisis.

Numerous non-government organizations serve as partners in the delivery of vocational supports and services at the local level.[32]

Vocational Rehabilitation under the Canada Pension Plan Disability Benefit

The Canada Pension Plan Disability program (CPP-D) provides rehabilitation services to assist selected CPP-D beneficiaries who are medically able to return to work and whose physicians agree that they can cope with a work-related rehabilitation program. Employment options include: re-employment at previous job with a previous employer; return to a modified version of former job; work at a different job with former employer using current or newly acquired skills; work at a different job with any employer using current or new skills; retraining for a job through skills or education upgrading; and skills development for self-employment.

A rehabilitation case manager reviews CPP disability files to see if beneficiaries may be medically able and ready to participate in vocational rehabilitation. Potential participants are contacted by telephone and an explanation of the rehabilitation process is provided. Those who wish to participate are asked to complete a consent form. Participants are then referred to private-sector vocational rehabilitation professionals in the client's home region for detailed and individualized return-to-work planning. Individual plans can include vocational assessment and testing, skills upgrading and job search assistance.

The number of vocational rehabilitation participants has increased significantly in recent years, a development which HRDC attributes to increased CPP-D beneficiary awareness of the program and the decentralization of service delivery. CPP partnership arrangements with provincial and territorial social services departments aim to remove inter-program disincentives to work, promote economic reintegration through rehabilitation and labour market re-entry measures, and to streamline assessment and reassessment procedures.[33]

5. STUDENT LOANS AND GRANTS

The Canada Student Loan Program (CSLP) offers students with a disability relaxed eligibility criteria for full-time student status. In addition to loans for education, CSLP provides grants to assist students with disabilities meet disability-specific costs. Loans and grants may be similarly available through provincial programs financed in part under the EAPD.

6. HUMAN RIGHTS AND ANTI-DISCRIMINATION MEASURES

Canadian Charter of Rights and Freedoms

All laws in Canada must be framed under the Canadian Charter of Rights and Freedoms, which guarantees equality before and under the law, and equal benefit of the law without discrimination on the basis of race, ethnicity, colour, religion, sex or disability. The Supreme Court of Canada has stated that the purpose of section 15 is to protect those groups who suffer social, political and legal disadvantages in society. At the same time as it protects equality, the Charter also allows for certain laws or programs that favour disadvantaged individuals or groups. For example, programs aimed at improving employment opportunities for women, Aboriginal peoples, visible minorities, or those with mental or physical disabilities are allowed under section 15(2).[34]

Under the Charter, provincial/territorial and federal governments can put in place affirmative action or employment equity programs to increase the employment of persons with disabilities, without contravening their human rights codes.

Canadian Human Rights Act

Under the Canadian Human Rights Act it is against the law for any employer or provider of services who falls within federal jurisdiction to make unlawful distinctions based on race, national or ethnic origin, colour, religion, age, sex, marital status, family status, mental or physical disability, pardoned conviction or sexual orientation.

The Act covers: federal agencies and Crown Corporations; Canada Post; chartered banks; national airlines; interprovincial communications and telephone companies; interprovincial transportation companies; and other federally-regulated industries such as certain mining operations.

Provincial Human Rights Acts

Disability is a prohibited ground for discrimination in employment under all provincial/territorial human rights acts.

Employment Equity Act

The federal Employment Equity Act requires federally-regulated private sector employers (including banks, major transportation and communications industries), Crown Corporations and contractors with the federal government to develop employment equity programs to integrate persons with disabilities, women, visible minorities and Aboriginal people. The Act also covers all federal departments and agencies for which Treasury Board is the employer. Under the Act all federal employers are required by law to have an employment equity plan and to report on that plan to the Canadian Human Rights Commission.

Governments at all levels, including some municipal governments, have instituted non-legislated employment equity measures in the public sector workforce. In some instances they have also required contractors to comply with employment equity principles and programs.

Aside from the Employment Equity Act, there is no further federal or provincial/territorial legislative requirement that the composition of Canadian workplaces be statistically representative of the workforce at large (i.e. that workplaces include a proportion of people with disabilities consistent with the statistical share of people with disabilities within the labour force as a whole).

7. *TAX MEASURES*

The Canadian income tax system provides a range of supports for people with disabilities to further their education and employment, or that provide a measure of tax relief against services and items that can serve as instrumental means of carrying out tasks related to learning and employment.

Such tax measures include:

- Tuition and Education Credits;
- Tax-free investment income earned through Registered Education Savings Plans (RESPs);

- Medical Expenses Tax Credits for services and items that may be instrumental to the completion of education, training or employment tasks;
- Refundable Medical Expenses Supplement (RMES) for people with disabilities who are employed and who have medical expenses and low earnings;
- Deduction of attendant care costs in the calculation of personal taxes owing; and
- Exclusion of certain employment benefits from taxation.

In addition, a range of costs for services and items are recognized under the Medical Expenses Tax Credit. While the services and items are not necessarily specific to education, training or employment, they can be essential conditions of health and well-being without which the participation of people with disabilities in economic activities would be hampered. Selected items and services include, for instance, orthopaedic shoes or boots; devices designed to assist individuals in walking; devices designed to enable individuals with a mobility impairment to operate a vehicle; infusion pumps, including disposable peripherals, used in the treatment of diabetes or devices designed to enable people with diabetes to measure their blood sugar level; devices/equipment designed to pace or monitor the heart of individuals with heart disease; and various prescription drugs, supportive services and therapies.

For employers, tax measures that can serve as supports to hire people with disabilities[35] include deductions for disability-related modifications to buildings, purchase of disability-related equipment or the deduction of such costs as capital cost allowances in the calculation of taxable business income.[36]

C. GENERAL HEALTH, SOCIAL SERVICES AND SUPPORT MEASURES

Health-related services, post-secondary education and social service programs are provided by the provinces and territories. The costs would generally exceed the fiscal capacity of a given jurisdiction without an infusion of federal funding. Key among the federal funding mechanisms to offset these costs are the Canada Health and Social Transfer and the Health Reform Fund.[37]

1. THE CANADA HEALTH AND SOCIAL TRANSFER (CHST) AND PROVINCIAL/TERRITORIAL SOCIAL SERVICES PROGRAMS

The CHST is the largest federal transfer to the provinces and territories. It provides both cash and tax transfers[38] to support the provision of health care, post-secondary education, social assistance and a range of social services.

The CHST gives provinces and territories the flexibility to allocate funding for social programs according to their own priorities, while upholding the principles of the Canada Health Act and the condition that there be no period of minimum residency with respect to social assistance.

The CHST will be restructured effective April 1, 2004 to create two new transfers — a Canada Health Transfer (CHT) and a Canada Social Transfer (CST), which are intended to increase transparency and accountability.

In 2003-04, the federal government will provide $37.8 billion through the CHST (and the CHST supplement).[39]

2. HEALTH REFORM FUND AND PROVINCIAL/ TERRITORIAL HEALTH-RELATED PROGRAMS

The federal government has committed to providing $16 billion over five years through a special Health Reform Fund to assist provinces and territories to accelerate needed reforms identified in the 2003 First Ministers' Accord: primary health care, home care and catastrophic drug coverage.

As the provinces and territories are at differing stages of reforms in these areas, the Fund is intended to provide the provinces and territories the necessary flexibility to achieve the Fund's objectives.

Subject to a review of progress in achieving the agreed-upon reforms and following a First Ministers' Meeting, by March 31, 2008, the federal government has committed to ensuring that the level of funding provided through the Health Reform Fund is integrated into the new Canada Health Transfer starting in 2008-09.

3. OTHER PROGRAMS FUNDED AND DELIVERED BY PROVINCES AND TERRITORIES

In addition to supports funded under the CHST, Health Reform Fund, LMDAs, EAPD, Workers' Compensation and the Canada Student Loan Program, provinces/territories provide a range of other supportive programs. For example, the northern territories have not entered into EAPD agreements yet provide programs that are similar to those provided by the provinces that are funded under the EAPD.

Persons receiving provincial/territorial social assistance may also qualify for "in-kind" benefits such as dental services, prescription drugs, eyeglasses, technical aids, prosthetic/orthotic equipment, special clothing and diets and various other services.[40]

D. COMPENSATORY MEASURES

Compensatory measures are defined as policy and program arrangements that provide financial and other assistance to people deemed unable to work, either short-term or longer term. Key among such arrangements are Workers' Compensation disability benefit programs, the Canada and Quebec Pension Plan disability benefits, Employment Insurance Sickness Benefits and provincial social assistance programs.

1. WORKERS' COMPENSATION

Workers' Compensation is a broad but not universal, system of disability income protection for employees, covering accidental injuries or occupational diseases arising out of employment. It is within federal, provincial or territorial jurisdiction, depending on the business or industry.[41]

Depending on the jurisdiction, specific businesses or industries may be listed as included or excluded from coverage. The coverage is largely compulsory and on a no-fault basis, although there are exceptions (such as optional coverage for some businesses, limited or no coverage for employees who are injured because of their own serious misconduct).[42] Benefits vary greatly among jurisdictions but typically include income benefits (temporary and long-term for total or partial disability), rehabilitation, medical care and other health needs, death and survivor benefits.

Each province and territory has legislation regulating the administration of its program and specifying the industries that are required to provide workers' compensation coverage, or those excluded from providing coverage.

Jurisdiction	Name of Institution
Alberta	Alberta Workers' Compensation Board
British Columbia	British Columbia Workers' Compensation Board
Manitoba	Manitoba Workers' Compensation Board
New Brunswick	New Brunswick Workplace Safety and Compensation Commission
Newfoundland & Labrador	Newfoundland & Labrador Workers' Compensation Board
Northwest Territories & Nunavut	Workers' Compensation Board of the Northwest Territories & Nunavut
Nova Scotia	Nova Scotia Workers' Compensation Board
Ontario	Ontario Workplace Safety and Insurance Board
Prince Edward Island	Prince Edward Island Workers' Compensation Board
Quebec	Commission de la santé et de la sécurité du travail
Saskatchewan	Saskatchewan Workers' Compensation Board
Yukon	Yukon Workers' Compensation Health and Safety Board

The WCBs are autonomous agencies of provincial governments and are responsible for the administration of their respective acts. The primary role of the WCBs is the adjudication of whether or not, and to what extent, a worker is eligible for compensation. Coverage by a WCB automatically precludes legal action by the worker against the employer for work-related disability.[43]

All employees (both full- and part-time) of insured industries are eligible for benefits when they have been injured on the job or have become victims of an occupational disease. Injured workers are encouraged to undertake physical and vocational rehabilitation and to obtain suitable employment as soon as they are able.

Compensation rates are based on the earnings of the injured worker at the time of the accident, up to the legislated maximum. Benefits are reduced by the amount of any Canada Pension Plan disability entitlement in some jurisdictions. Cash compensation may be payable to the injured worker in respect of a temporary or permanent disability, and to surviving dependents in the case of a worker's death. Compensation levels are based upon a proportion of the worker's insurable earnings prior to the accident, the extent and duration of the disability, or both.[44] A ceiling is placed on the annual amount of earnings considered to be insurable for the workers; however, maximums vary considerably among provinces.

In 1999, nearly $4.9 billion in compensation was paid to injured workers or their families.[45]

2. CANADA AND QUEBEC PENSION PLAN DISABILITY BENEFITS

Canada Pension Plan Disability Benefit

The Canada Pension Plan (CPP) is a social insurance plan funded through contributions from employees, employers and the self-employed, as well as through interest earned on the CPP fund. CPP benefits are considered taxable income and benefits are adjusted annually based on increases in the Consumer Price Index. The amount of a CPP benefit is based on the level of a person's past earnings and the length of time he or she contributed to the Plan. The average is different for each CPP benefit (retirement, disability, survivors). For example, in January 2003 the average Canada Pension Plan disability benefit was $730.08 per month and the maximum amount available was $971.26 per month. The average Canada Pension Plan retirement pension taken at age 65 was $447.22 per month; the maximum amount available was $801.25.[46]

The CPP provides disability benefits to eligible CPP contributors and their dependent children. CPP contributors can apply for disability benefits if they have a physical or mental disability which is "severe" and "prolonged". This means a disability that is long term and prevents them from doing any type of paid work on a regular basis. To qualify, individuals must: be between 18 and 65 years of age; have contributed to CPP in four of the last six years; have earned at least 10 per cent of each Year's Maximum Pensionable Earnings (YMPE). The YMPE changes each year. In 2003, the YMPE was $39,900.[47]

Individuals can continue to receive disability benefits as long as: a) their condition continues to be considered "severe" and "prolonged" according to CPP legislation; b) until they die; c) until they begin receiving a CPP early retirement pension; or, d) until they turn 65 years of age, when their disability benefit is automatically converted to a retirement pension.

The CPP disability program is the largest such program in Canada. Disability Benefits, paid to contributors and their children, represent 13.8 per cent of the total CPP benefits paid in 2002. That year, CPP paid $2.7 billion to 281,263 disabled contributors and $241 million to 90,005 children of disabled contributors.[48]

The CPP disability program was under review at the time the present research was conducted.[49]

Quebec Pension Plan Disability Benefit

The Quebec Pension Plan (QPP) is a compulsory insurance plan for Quebec workers. It provides workers and their families with basic financial protection in the event of retirement, death or disability. The plan is financed by contributions from workers and employers. The contributions are collected by the Québec Ministère du Revenu and are managed by the Caisse de dépôt et placement du Québec.[50]

If a worker has contributed sufficiently, the Plan provides a disability pension and a pension for a disabled person's child.

A disability pension can be paid if the claimant is affected by a permanent disability recognized by the Régie and is unable, by reason of his/her state of health, to do any kind of gainful work. "Substantially gainful work" means any type of work that pays more than $11,654 in 2003. A person between 60 and 65 years of age is considered unable to perform gainful work if he/she left his/her job because of his/her state of health and is unable to return to his/her job.

A qualifying person is someone who has contributed sufficiently to the Plan, meaning he/she has contributed in at least two of the last three years of his/her contributory period; or, at least five of the last ten years in his/her contributory period; or, at least half of the years in his/her contributory period, with a minimum of two years. The contributory period begins at age 18 or in 1996 and ends in the month set by the Régie as the beginning of the disability. If an individual has contributed to a pension plan in a country with which Quebec has a social security agreement, those years can be added to his/her participation in the Quebec Pension Plan.

In 2003 the maximum disability pension was $971.23 a month. It is made up of a fixed portion of $370.29 (paid to every beneficiary) and a portion that varies according to earnings. The plan paid $59.28 for each child (up to age 18) of the QPP beneficiary.[51]

When an individual reaches 65 his/her disability pension is automatically replaced by a retirement pension.

3. EMPLOYMENT INSURANCE SICKNESS BENEFITS

Under the Employment Insurance Act, a sickness benefit may be paid for up to 15 weeks to a person who is unable to work because of sickness, injury or quarantine. A person may apply for this benefit before accessing income from other sources, such as the C/QPP or provincial/territorial social assistance.

Eligible claimants are required to have worked for 600 hours in the last 52 weeks or since their last claim. A person who makes a claim for sickness benefits is not only required to prove to be unable to work, but also that he or she would be otherwise available for work. A medical certificate must be provided that details how long the sickness is expected to last.[52]

The basic benefit rate is 55 per cent of average insured earnings up to a maximum amount of $413 per week. The EI payment is a taxable income, meaning provincial (if it applies) and federal taxes will be deducted. Claimants could receive a higher benefit rate through a Family Supplement if in a low-income family (an income of less than $25,921) with children and they or their spouse receives the Canada Child Tax Benefit (CCTB).

4. PROVINCIAL/TERRITORIAL SOCIAL ASSISTANCE

Provincial or territorial social assistance, commonly known as welfare, functions as Canada's "social safety net of last resort". It provides financial assistance to individuals whose income from employment or other sources is not sufficient to meet their needs and who have exhausted other avenues of support. People with disabilities may qualify for enriched benefits under provincial welfare programs.

There are 13 welfare systems in Canada: one in each province and territory. Alberta, Ontario and British Columbia provide separate social assistance programs for people with disabilities (i.e., Assured Income for the Severely Handicapped, the Disability Support Program and Disability Benefits, respectively).

ENDNOTES:

[15] For the integration-compensation paradigm, we are indebted to Organization for Economic Co-operation and Development, Directorate for Education, Employment, Labour And Social Affairs — Employment, Labour And Social Affairs Committee, Working Party on Social Policy for its study, *Participative Disability Policies for the Working-Age Population: Towards a Coherent Policy Mix. Main Findings and Policy Conclusions* (Paris: Author, 2002).

[16] As well, the First Ministers' Communiqué on Health (September 11, 2000) and the 2003 First Ministers' Accord on Health Care Renewal (March 2003) detail further commitments in the areas of health that are relevant to the general situation of Canadians, including people with disabilities. Exploration of the implications of those agreements to the employment of people with disabilities is beyond the scope of the present research, however. As well, the First Ministers' Communiqué on Early Childhood Development (September 11, 2000) and the Multilateral Framework on Early Learning and Child Care (March 2003) have implications for child development and education, which in turn have implications for employment later in life. Those agreements also deal with issues of employment for parents, including parents of children with disabilities. Examination of the implications of those agreements is also beyond the scope of the present research.

[17] The full report is available at http://www.gov.nf.ca/releases/1996/exec/0328N03.HTM. A summary is available at http://socialunion.gc.ca/pwd/unison/appendixf_e.html.

[18] Available at http://socialunion.gc.ca/pwd/unison/unison_e.html.

[19] Which includes self-determination, autonomy, dignity, respect, integration, participation and independent living.

[20] i.e., enhancing the full participation of persons with disabilities in all domains of Canadian society.

[21] Text of the agreement can be found at http://socialunion.gc.ca/news/020499_e.html.

[22] The Rapporteur's Report in Appendix A pointed to the viewpoint articulated in the review that people with disabilities, among others with an interest in SUFA, were not well represented in the review and that different standards of service across the country for people with disabilities serve as *de facto* impediments to mobility. Federal/Provincial/Territorial Ministerial Council on Social Policy Renewal, *Three Year Review – Social Union Framework Agreement* (June 2003).

[23] Links to LMDAs are available at http://www.hrdc-drhc.gc.ca/ei/common/lmaind.shtml.

[24] The figure does not include $237.2 million for pan-Canadian priorities, such as Aboriginal programming, youth programming, sectoral and innovations projects. Available at http://www.tbs-sct.gc.ca/est-pre/20032004/HRDC-DRHC/HRDC-DRHCr3401_e.asp #partII.

[25] Available at http://www.tbs-sct.gc.ca/rma/eppi-ibdrp/hrdb-rhbd/h004_e.asp.

[26] Previous programs that are no longer available include the following:

Training Purchases were for courses or seats purchased from provinces or training institutions and project-based training. This program was phased out June 30, 1999.

Enhanced Feepayers was the precursor to Skills Loans and Grants and was introduced on an interim basis to accommodate the elimination of the extension of the income benefit entitlement for claimants taking training and paying tuition fees.

Skills Loans and Grants involved a combination of loans and grants to individuals, assisting with expenses while they upgraded their skills to re-enter the labour market, under an agreement with provincial/territorial governments.

[27] Available at http://www18.hrdc-drhc.gc.ca/programs/termsandconditions/of.asp.

[28] Available at http://socialunion.gc.ca/pwd/multi_e.html.

[29] http://www.tbs-sct.gc.ca/est-pre/20032004/HRDC-DRHC/HRDC-DRHCr3401_e.asp #fact6.

[30] While the Quebec government subscribed to the general principles of the new Framework, it did not participate in its elaboration. It contributes by sharing information and best practices.

[31] Human Resources Development Canada, *Labour Program, Occupational Injuries and their Cost in Canada (1995-1999)* (Ottawa: Human Resources Development Canada, 2003 draft),Table 2.

[32] Ministers Responsible for Social Services, *Employability Assistance for People with Disabilities (EAPD) 1999-2000, 2000-2001* (Ottawa: Human Resources Development Canada, 2002).

[33] For an evaluation of the rehabilitation program under CPP-D, see Human Resources Development Canada, *Evaluation of the National Vocational Rehabilitation Project – A Working Report for the CPP Disability Evaluation*, SP-AH029E-10-96 (Ottawa: Evaluation and Data Development, Strategic Policy, Human Resources Development Canada, October 1996).

[34] Through the use of section 33 (the "Notwithstanding Clause"), Parliament and/or the provincial legislatures can make a particular law that is exempt from certain sections of the Charter for up to five years — the fundamental freedoms (sec. 2), the legal rights (sec. 7-14) and the equality rights (sec. 15). Further, Charter rights are not absolute in the sense that governments can impose limitations that a free and democratic society would accept as reasonable. In doing so, a government must be facing a pressing and substantial social problem and the government's response to the problem must be reasonable and demonstrably justified. The Supreme Court has developed guidelines in this connection.

[35] These incentives may also encourage business operators to provide services to customers with disabilities that might otherwise be more difficult to accommodate.

[36] These measures are addressed in considerable detail in Cameron Crawford, *Federal Tax Measures and the Employment, Education and Training of People with Disabilities – Report to the Technical Advisory Committee on Tax Measures for Persons with Disabilities* (Toronto: The Roeher Institute, 2003).

[37] Equalization and Territorial Transfer Funding are also important federal measures for increasing general provincial/territorial revenues.

[38] The tax transfer component of the CHST occurred in 1977 when the federal government agreed with provincial and territorial governments to reduce its personal and corporate income tax rates, thus allowing provinces/territories to raise their tax rates by the same amount. As a result, revenue that would have flowed to the federal government began to flow directly to provincial and territorial governments.

[39] i.e., $2.5 billion in an immediate supplement to relieve existing pressures.

[40] Where applicants require assistance only for a special-needs item such as medication, but they are able to provide for other basic needs from their own resources, a province or territory may grant the specific amount that the household requires. However, such applicants must first be found eligible under the needs test. In some cases, only a portion of the cost of a particular item is paid. For example, the province may reimburse a certain percentage of dental costs; the recipient is expected to pay the remaining amount. See National Council of Welfare, *Welfare Incomes 2002* (Ottawa: Minister of Public Works and Government Services Canada, Spring 2003), 17.

[41] The federal government covers about 10 per cent of employees and the administration of WC for federal employees is often delegated by agreement to the provincial WC administration.

[42] The Canadian Workers' Compensation System is based on the principles of collective liability on the part of employers and compulsory insurance for workers guaranteed by a publicly administered insurance fund. It provides a mutual insurance scheme through which the employers in a given class of industry or occupation are jointly liable for the costs of all injuries related to that class. Each classification pays a yearly assessment, which is a percentage of its insurable payroll.

[43] The WCBs are also responsible for health care, vocational rehabilitation, assessment of industries and depending on their jurisdiction, for accident prevention and workplace inspections.

[44] Increasingly WCBs are considering the worker's earning capacity after the injury in conjunction with, or instead of, basing compensation on disability.

[45] Families would have been paid in the event of workplace fatalities. Human Resources Development Canada, *Labour Program, Occupational Injuries and their Cost in Canada (1995-1999)* (Ottawa: Human Resources Development Canada, 2003 draft), Table 1.

[46] Canada Pension Plan Payment Rates, January - December 2003. Available at http://www.hrdc-drhc.gc.ca/isp/cpp/rates_e.shtml.

[47] Human Resources Development Canada, *Canada Pension Plan Benefit Rates 2003* (2003), Table 3B. Available at http://www.hrdc-drhc.gc.ca/isp/studies/trends/cpprates/cpprates 2003.pdf. If individuals are eligible to receive a disability benefit, their children may also be entitled to receive benefits. To qualify, the children must be: the contributor's natural children, legally adopted, or in the contributor's care and control; and, under the age of 18; or, between the ages of 18 and 25 and in full-time attendance at a recognized educational institution (attendance is verified each semester or annually).

[48] Human Resources Development Canada, *The ISP Stats Book – Statistics Related to Income Security Programs* (Ottawa: Human Resources Development Canada, 2003), Tables 1A, 1B and Table 3.

[49] For an initial report, see House of Commons Canada. *Listening to Canadians: A First View of the Future of the Canada Pension Plan Disability Program – Report of the Standing Committee on Human Resources Development and the Status of Persons with Disabilities* (Ottawa: Communication Canada — Publishing, 2003).

[50] Information on the QPP was found at http://www.rrq.gouv.qc.ca/an/rente/11_03.htm.

[51] The child pension is not available where the child receives an orphan's pension or a pension for a disabled person's child under the Canada Pension Plan.

[52] Fees requested by physicians are entirely at the claimants' own expense. Claimants may qualify for sickness benefits even with less than 600 hours if they did not stop working because of illness, injury or quarantine, i.e., if they were already receiving regular EI benefits and became ill while on that claim. See Human Resources Development Canada, *Employment*

Insurance. Maternity, parental and sickness benefits (2003). Available at http://www.hrdc-drhc.gc.ca/ae-ei/pubs/special_e.shtml#Qualifying.

III

Overview of Selected Labour Market Integration Programs

In Canada, the broad policy and funding regime finances and regulates many governmental and non-governmental agencies that make up the "system" of programs and services to address disability and employment. A diverse mix of programs and services is available. (See Appendix 3.)

With the exception of anti-discrimination and employment equity programs, it is common for any given program or service provider to make several services available. For instance, a community agency that provides needs assessment and employment counselling may broker access to life skills training, work experience or to privately or publicly funded training and education programs. They may provide assistance in securing training allowances or other financial support, and may be able to directly provide, or help make arrangements for, human supports (e.g. interpreters, readers) and assistive devices in the workplace or educational setting. Such a community agency may also have links with employers, facilitating job placements and providing employers with technical expertise on how to adapt the workplace or work routines.

Such community programs are funded in part under EAPD arrangements. Employment Insurance Part II Employment Benefits and Support Measures (EBSMs) and the Opportunities Fund also support such programs.

While agencies may be involved in a range of interrelated services, conceptually these services are distinct. The analysis of key issues in this chapter of the report revolves around five themes across four broad classes of service delivery. The classes of service delivery are:

- Assessment, counselling, labour market information and coordination/linkage services;
- Education, training programs and related programs, including general life skills training, work experience and programs/advisors to strengthen self-image and self-presentation and transition programs and services;
- Financial and technical support for the employment of individuals; and
- Measures for employers.

The key themes that are explored in each of the areas of service delivery include:

- The importance of services in a given area;
- The availability of the services;
- The responsiveness of the services to the needs and employment goals of people with disabilities;
- The geographic portability of the services;
- The ease or difficulty now compared with two or three years ago in accessing the services.

Other issues raised by focus group participants are also explored.

Findings are based in part on focus groups, surveys that were completed either by focus group participants or that were conducted by telephone, and a review of other documentation (e.g. evaluation reports).

In total, 97 people were surveyed for the present research and 117 people took part in focus groups of people with disabilities and service providers. Appendix 2 shows the numbers of survey respondents by province, gender, age and occupation.

A general note is in order about the interpretation of results concerning the ease or difficulty now compared with two or three years ago in accessing various elements or services in the labour market system. If all survey respondents indicated that the level of ease or difficulty is about the same as two or three years ago, then we would be dealing with an essentially static picture over the past few years. As the discussion will show, however, it is generally the case that only about half of survey respondents indicated that things are pretty much the same presently as two or three years ago in terms of ease of access across a range of services. This means that, in the view of about half of survey respondents, things have changed—various elements of the labour market system have become either easier or more difficult to access.[53]

ENDNOTES:

[53] It is also important to hold the general direction in view. For example, it might be reported that a given cluster of labour market services is presently difficult to access. It might also be reported that the situation hasn't changed much in terms of ease of access from the point of view of half of survey respondents. For another quarter of respondents, the situation may be presented as more difficult now than previously in terms of ease of access. In such cases, the inference can be drawn that the presently difficult situation has, in the view of most respondents, remained static over the past few years or is becoming more difficult. In contrast, it might be reported that a cluster of services is generally available and that, in the view of most people, the situation hasn't changed much. A quarter of respondents may feel that the services are becoming easier to access. Here, the inference to be drawn is that the services continue to be available and that availability is improving.

IV

Assessment, Counselling, Labour Market Information and Coordination/Linkage Services

1. PROGRAM ARRANGEMENTS

People with disabilities may need services to assist them in identifying skills and employment goals and to support them in pursuing those goals. Information about available employment-related programs and supports may also be needed, along with information about available jobs and workplaces that are open to people with disabilities. People may then need coordination of and linkage to education and training, as well as linkages to opportunities and contacts that are likely to result in paid work.

Presently, a variety of organizations provide such services. These include agencies of provincial/territorial governments such as Human Resource Centres and units responsible for Vocational Rehabilitation, quasi-government agencies such as those operated under Workers' Compensation programs and non-government organizations that address issues of disability and employment and that may specialize in this area.

The latter are funded by a combination of federal, provincial/territorial, municipal, corporate and charitable sources. Employment Assistance Services under Part II of the EI Act aims to provide unemployed individuals with services to help them find and keep jobs. Services may include: counselling, job search skills, job placement services and labour market information.[54] Eligible participants are unemployed individuals. They do not need to be EI-eligible.

Eligible sponsors are:

- business organizations, individuals, public health and educational institutions, municipal governments, band/tribal councils; and
- provincial government departments and agencies eligible to receive funding and to act as employers or coordinators of activities.

Other counselling programs are funded under the EAPD. Counselling and job search services have been provided under the Opportunities Fund as well.[55]

Many of the non-government agencies that provide these services operate on a not-for-profit basis, although some do operate for profit. Some post-secondary institutions also provide counselling and coordination services, as do some high schools through career/guidance counsellors.[56]

In addition, career counselling, résumé writing, guidance on job search techniques, access to labour market information (LMI) and to other support measures are provided under the National Employment Service (NES). The NES was established to help workers find employment and employers find workers. It is co-managed between the federal and provincial governments in several jurisdictions.

HRDC evaluation findings point to the important role of third-party organizations in the broader delivery system of employment-related services. Such organizations provide a range of services to people with disabilities and, as observed in one evaluation, in more isolated communities may be the only link to services offered by the federal and provincial governments while providing a unique supplement to services provided by governments.[57] A review of files in Newfoundland/Labrador found a diverse clientele, including people with physical and developmental disabilities.[58] The evaluation for the Yukon reported that reliance on third parties increased the relevance of programs because the organizations tend to have closer connections to the community and have an understanding of local needs. The community-based programs also tend to be smaller, less intimidating than government services and follow a "hands-on" approach.[59]

The summative evaluation of the Opportunities Fund found that the program provided participants with access to job search contacts and skills. Other positive impacts included increased self-confidence and self-esteem among participants.[60]

Overall, people who were surveyed for this research considered assessment, counselling, labour market information and coordination/linkage services to be either extremely or quite important (Table A1).

A review of the EnableLink.org Web site found a listing of 279 organizations in Canada that perform assessment services related to employment. The listing does not include schools, most colleges/universities, federal/provincial human resources centres or Workers' Compensation programs.

2. ISSUES

Reasons given for the importance of these services include that the present "system" of employment-related interventions is complex, that people are generally not well informed about the available services, and that people may simply not know their own strengths and how those strengths may be marketable to employers. Evaluation reports for EBSMs in several jurisdictions confirm that people with disabilities are often not aware of labour market services that are in place.[61]

Extent of Basic Access Unclear

More than half of survey respondents for the present research indicated that people with disabilities encounter few or no difficulties accessing prior learning assessment and job counselling services (Table A2).

However, the Canada Employment Insurance Commission (CEIC) reported that people with disabilities made up only 4 per cent of participants in individual employment counselling provided through government employment centres in

2002, which is well below the 6.5 per cent labour market availability estimate used for Employment Equity purposes and far below 9.9 per cent, which is the share of people with disabilities in the working-age population.[62] Only 4.6 per cent of people receiving counselling and related services from community organizations through the Employment Assistance Services provisions of LMDAs had disabilities that year.[63]

While those CEIC figures are low, people receiving such services were persons who self-reported disability, so the actual level of participation may be understated. As well, the participation of people with disabilities in the NES individual counselling and Employment Assistance Services programs varies considerably from jurisdiction to jurisdiction, with comparatively high participation in Newfoundland/Labrador, Prince Edward Island, Nova Scotia and Saskatchewan since 1999.[64] Depending on the jurisdiction, it may well be the case that people with disabilities are gaining access to employment counselling services. Overall, however, the evidence is not clear.

Difficulties Securing Practical Assistance

The picture is less optimistic in terms of people gaining access to more specific support than simple job counselling. Respondents for surveys conducted for the present research generally indicated difficulties in accessing information about employment-related programs and supports, and information about available jobs and workplaces for people with disabilities. Difficulties are also common for people trying to access coordination of/linkage to education and training, and to opportunities and contacts likely to result in paid work (Table A2). Fewer than half of respondents to the survey conducted for the present research indicated that assessment, counselling and coordination/linkage services are highly or quite responsive to the labour market needs and goals of people with disabilities. Overall, such services were reported as being only somewhat or not very responsive, and in a few instances completely indifferent or non-responsive—particularly services to link people to employment opportunities and to contacts likely to result in paid work (Table A3).[65]

Issues of Equity and "Creaming"

Indeed, the formative evaluations for the EBSMs expressed concerns in several jurisdictions that people with disabilities are not being equitably served owing to EI eligibility rules that disqualify them from participating. Results-based accountability frameworks also discourage service providers from becoming involved with people with disabilities because of the providers' difficulties showing measurable "success" with more difficult to serve clients.[66] The issue of "creaming" was raised in those evaluations and in the focus groups conducted for the present research, i.e., the tendency of some service providers to work with people who are easiest to serve and who can help programs meet their job placement and other program targets.[67] Insufficient numbers of counsellors at HRDC offices to handle the volume of clients was flagged as another issue hampering service to people with disabilities.[68] In some jurisdictions, third parties may not have much if any expertise in disability, yet are expected to bid competitively to provide services to all clients, including people with disabilities.[69]

Limited Organizational Capacity

Several focus group participants from service-providing agencies indicated that short-term service contracts with funders, and restrictive and unpredictable funding for these organizations, can make it difficult for them to undertake the networking and other activities needed to develop relationships with employers and to effectively market their clients.[70] Such organizations reportedly have to aggressively market their job-seeking clients with disabilities to employers, which requires considerable networking, public relations, market research and so on. Several focus group participants indicated that employers seldom approach them for prospective job candidates. In contrast, in some jurisdictions, organizations receive provincial core funding, which allows for greater continuity of planning, service delivery and of retention of quality staff who may be dealing with people cycling into and out of employment.[71]

Limited Portability

Generally, participants in the present research did not perceive assessment, counselling and coordination/linkage services to be very portable. In most cases, the services are reportedly available only in a few select parts of a given province, or can be accessed only in the community where the service is first approved or accessed. In only a fifth of cases did respondents indicate that such services are available in most communities or throughout the entire province or territory (Table A4).

Some Improvements and Shifts to Community Programs

Looking retrospectively over the past two or three years, about half of respondents indicated that such services are about as difficult to access now as previously (Table A5).

On balance, where people reported change in ease or difficulty of access, job counselling/assessment, and information about employment-related programs and supports seem to be easier to access now than previously. So is information about available jobs and workplaces for people with disabilities, and coordination services to link people with disabilities to education. In other words, while the situation needs improvement, it seems to be moving in the right direction.

Some of the improvement may be due to the proliferation of information about employment-related programs on the Internet in recent years. The EBSM evaluation for British Columbia[72] found that a high proportion of people with disabilities were using the Internet to access the labour market information they were seeking. There has also been an increase in the proportion of clients with disabilities served by community organizations under Employment Assistance Services—4.6 per cent in 2002, up from 1.8 per cent in 1998/99. In contrast, the Canada Employment Insurance Commission reported that in 1998/99, people with disabilities made up 5.7 per cent of participants in individual employment counselling for Employment Insurance recipients through government employment centres. The participation rate in these programs was only 4 per cent in 2002.[73] People with disabilities, then, seem to be shifting from government programs to community organizations for the employment counselling services they are seeking.

Reportedly more difficult to access now than previously are services to actually link people to employment opportunities and to contacts likely to result in paid work (Table A5).

> *"80 per cent [of clients] have never had networking but would like to try it."* — A service provider

> *"It is hard to identify who you need to contact within big organizations (e.g. banks)—who is responsible for equity … the people who are actually doing the hiring. Each [business] unit is responsible for their equity requirements and this is a cumbersome process."* — A service provider

> *"There's no relationship between school and work—for alerting about the new cohort of people with disabilities leaving school and coming into the workforce."* — A service provider

> *"There are so many programs and it's so confusing."* — An individual with a disability

> *"Not knowing is a big problem. [There needs to be more] advertising of what is available… what training programs, what job postings. I gave up on my education and I really regretted that. I had no idea there was help with educational services."* — An individual with a disability

> *"In rural areas there are a lot of clients who are homebound for quite a long time. There's no way for them to market their skills, no place to see where they can be tested, where they can assess their competencies."* — A service provider

> *"Funding is a huge issue. [Big] companies are going out of funding of disability, going [instead] to support university funding that aligns with the goals of the organization. Disability organizations cannot get funding from other sources if they are getting funding from United Way. [So they're] drifting into casino funding…Companies give money for programs but not for infrastructure."* — A service provider

> *"Organizations of people with disabilities can't work to common or shared solutions because all are competing for the same limited dollars."* — A service provider

> *"[The provincial employment program] doesn't seem to care about how long people last in the job."* — A service provider

ENDNOTES:

[54] While projects may be approved for up to 52 weeks, renewals may be possible on the basis of performance and results achieved.

[55] Evaluation and Data Development, Strategic Policy, Human Resources Development Canada, *Summative Evaluation of the Opportunities Fund for Persons with Disabilities*, SP-AH170-08-01E (Ottawa: Human Resources Development Canada, August 2001).

[56] High schools in Ontario are required by regulation to develop transition plans for students with disabilities well in advance of school-leaving age.

[57] Newfoundland EBSM evaluation, 2001, Phase 1, p. 17. The full citation for this document can be found in the Selected References section. Other EBSM evaluations cited in this section of the report use this "shorthand" as well.

[58] Newfoundland EBSM evaluation, 2001, p. 11.

[59] Yukon EBSM evaluation, 2000, p. 18.

[60] Human Resources Development Canada, *Summative Evaluation of the Opportunities Fund.*

[61] PEI EBSM evaluation, 2000, pp. 32-33, 47; New Brunswick EBSM evaluation, 1999, p. 43.

[62] Statistics Canada, *A Profile of Disability in Canada, 2001* (Ottawa: Minister of Industry. 2003), Table 2.

[63] The Canada Employment Insurance Commission, *Employment Insurance 2002 Monitoring and Assessment Report* (Ottawa: Human Resources Development Canada, Strategic Policy, Labour Market Policy Directorate, 2003), Annex Table 2.6.

[64] See the Canada Employment Insurance Commission Monitoring and Assessment Report Annexes for the years 1999 through 2002.

[65] This finding is at odds with some of the formative evaluation reports on EBSMs, which tend to present a general picture of client satisfaction. See, for instance, Ontario EBSM evaluation, 2000, p. 38. However, one of those reports points out that, because people with disabilities in many cases do not meet the eligibility criteria for EI-related employment services in the first place, they are not included in the client satisfaction surveys. See British Columbia 2.D Relevance — Clients.

[66] Newfoundland EBSM evaluation, 2000, Phase 1, p. 49; British Columbia EBSM evaluation, 1999, Section 2.D (Relevance — Clients); Alberta EBSM evaluation, 2000, p. 29; Nova Scotia EBSM evaluation, 1999, p. 117; Prince Edward Island EBSM evaluation, 2000, pp. 26, 89; New Brunswick EBSM evaluation, 1999, pp. 43, 141.

[67] Newfoundland EBSM evaluation, 2000, Phase I, p. 31; Alberta EBSM evaluation, 2000, p. 29.

[68] PEI EBSM evaluation, 2000, p. 40.

[69] British Columbia EBSM evaluation, 1999 Section 3.1 Third Party Service Providers.

[70] This problem was flagged in several EBSM evaluations, e.g., British Columbia, 1999, (Section P — Efficiency and Effectiveness); PEI EBSM evaluation, 2000, p. 34; Alberta EBSM evaluation, 2000, p. 31.

[71] e.g., Saskatchewan EBSM evaluation, 2001, pp. 23, 24.

[72] British Columbia EBSM evaluation, 2000, Section L. Employers – Internet Resources.

[73] See The Canada Employment Insurance Commission, *Employment Insurance 1999 Monitoring and Assessment Report* (Ottawa: Human Resources Development Canada, Strategic Policy, Labour Market Policy Directorate, 2000), Annex Table 3.9.

V

Education, Training and Related Programs

A. EMPLOYMENT READINESS

1. PROGRAM ARRANGEMENTS

Before participating in formal training and educational programs, people may need preparatory training and experience. Even after completing formal education people may need work experience. Employment readiness programs can include:

- general life skills training (e.g. for budgeting, time management, independent living skills, punctuality and reliability, appropriate dressing and other social skills needed for ongoing employment);
- work experience programs for:
- people who have had limited exposure to the labour market or
- who have low levels of education; and
- programs/advisors to help strengthen self-image, self-esteem and self-presentation skills.[74]

As with assessment, counselling, information and coordination/linkage services, those needed for basic job readiness are funded and administered in various ways. Community-based organizations provide many of the direct services. Principal funding streams include the EAPD and the Opportunities Fund.[75]

While LMDA dollars tend to be reserved for people with some prior attachment to employment and who have basic job readiness skills, services are available under *Job Creation Partnerships*, which aims to provide EI-eligible persons with work experience on projects developed in partnership with the community.

Eligible sponsors for Job Creation Partnerships are:

- business organizations, individuals, public health and educational institutions, municipal governments, band/tribal councils; and

- provincial government departments and agencies eligible to receive funding and to act as employers or coordinators of activities.[76]

Eligible participants are unemployed individuals whose unemployment benefit period was established or ended within 36 months before the date of requesting assistance, or whose benefit period included a maternity or parental claim within 60 months before requesting assistance. The latter claimants would be seeking to re-enter the labour force after remaining away from paid work to care for a newborn or newly adopted child.[77]

Funding may be provided for:

- employers and coordinators to cover overhead costs such as wages and other employment-related costs and eligible expenses negotiated with program officials;
- capital costs to a maximum of $1 million per year, on a cost-shared basis, where such costs are essential to the achievement of objectives.

For individuals currently receiving EI, benefits may be enhanced up to the maximum Insurance Benefit rate. EI-eligible participants who are no longer receiving EI benefits may be able to negotiate a locally determined flat rate. EI-eligible participants may also be eligible for personal supports such as dependent care, transportation and assistance for disabilities.

The Summer Work Experience program under the federal Youth Employment Strategy helps students find career-related summer jobs by providing wage subsidies to employers. Under this program, Summer Career Placements and other summer employment initiatives provide wage subsidies for private, public and not-for-profit employers to create career-related summer jobs for secondary and post-secondary students. There are special provisions for employers who hire students with disabilities.

Ability Edge is an internship program for university, college and high school graduates with disabilities. Through internships (six-, nine- and 12-month), graduates with disabilities obtain work experience in their field in a variety of industries. A stipend of $1,500 per month is paid during the internship.

2. ISSUES

Generally, people who were surveyed consider such programs and services important (Table A6).

Service providers who participated in focus groups for the research tended to indicate that most people with disabilities who come to them for employment-related assistance need skills upgrading in order to compete in the labour market. In some cases, service providers reported that people need basic social skills, e.g., some with intellectual disabilities or mental health issues. In other cases, individuals may need a range of training and upgrading, including further schooling, assistance with résumé writing, job search and interviewing skills. Others may need formal assessments for learning disabilities, followed by literacy upgrading and further academics, training on assistive computer technologies, career training, coping strategies, tips on self-advocacy, awareness about job accommodations that may be helpful, self-confidence to seek out those accommodations, career counselling and career search. Such assistance needs to be centred on individuals' strengths instead of weaknesses and disabilities. Other people need formal assessments of physical capacity upon serious injury, follow-through assistance to secure the adaptive technologies and other accommodations and supports needed for education and upgrading and assistance in "retooling" for a new career. An organization providing such employment supports may use individualized tutoring that can include time management skills, mentoring, job coaching and emotional support. Other organizations assist people to develop basic work skills along with general skills for greater independence, such as basic literacy, pre-employment problem solving and social interaction skills.

Employer representatives indicated that perhaps as many as 40 per cent of people with disabilities at job fairs are not employment ready and need to be directed to programs that will assist in this regard.

Several focus group participants related positive experiences with employment readiness programs. For example, one told how it was difficult to change jobs because he lacked work experience. He related how persistence paid off. He secured on-the-job part-time training which helped him to get work experience. In turn, he was able to move into full-time work in a new career.

Overall, however, people reported significant or higher levels of difficulty accessing such services, or stated that the services are not available at all (Table A7).

The services are reportedly only somewhat responsive or less (Table A8), and generally available only in selected parts of the province or in the community where the service is first approved or accessed (Table A9).

Retrospectively, people have about as much ease or difficulty accessing the services now as they did two or three years ago (Table A9). Where this is not the case, people were more apt to report that life skills and work experience programs have become harder to access recently (Table A10).

Focus group participants spoke about the lack of self-confidence that has to be overcome and the frustration of not being able to obtain the work experience for which employers are typically looking.

Employer representatives who were interviewed spoke favourably about Ability Edge, in part because there is a good match between participants' skills and those required per the Career Edge/Ability Edge Web site. There is a matching process, a mentor assigned, accommodation provided and ongoing follow-up. The program provides an opportunity for participants to gain an understanding of the company, prove their skills and build credibility within the firm. Participants are recent graduates or people in re-training, and are reportedly high calibre candidates. Total numbers of participants have been quite small, however.[78]

In a focus group with employer representatives, the point was made that people with disabilities with equal skill levels and education will not compete as well as others in the job interview process because they lack work experience.

> *"I consider myself equal at work regardless of my disability. But all those feelings of worthlessness come back when I make mistakes. It's hard to get rid of that."*— An individual with a disability

> *"Sometimes it doesn't matter how much confidence you have. There is so much ignorance out there."* — An individual with a disability

> *"Regarding skills to compete for work, 75 per cent of people coming to service providers may need skill upgrading."* — A service provider

"As someone with an intellectual disability, in an institution if you do something wrong you get cattle prodded. It's so hard to get over that." — An individual with a disability

"The lack of experience is the biggest obstacle. The person's lack of self-esteem and self-confidence holds them back even more." — An individual with a disability

"...being institutionalized for years, and every step of the way you are told that you can't do something, and then you start to believe it." — An individual with a disability

"My résumé looks great—the skills are there—but I have no experience. I competed for a job but the person hired had more experience." — An individual with a disability

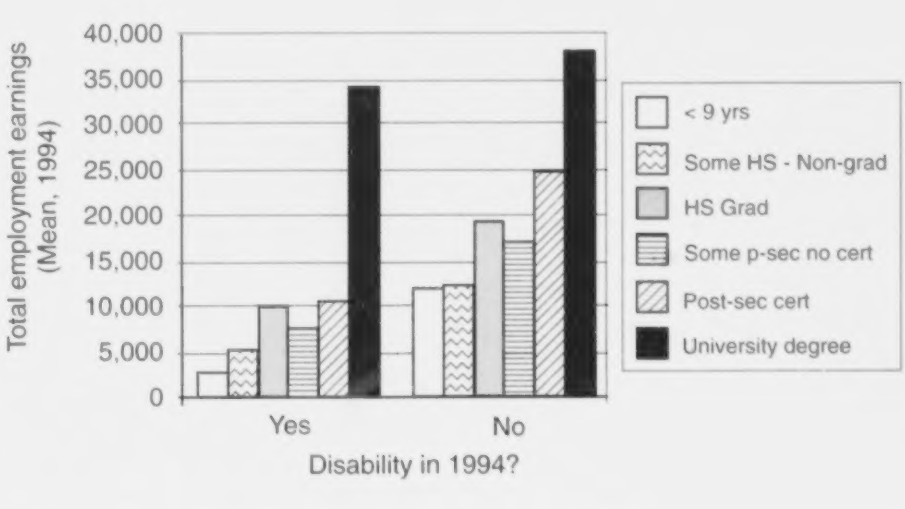
" 'Learning the Culture of Work' helped people find out what they want to do and what skills they have... that was useful because it helped me decide to go back to school." — An individual with a disability

"If people get work experience through the disability industry, they get bumped from project to project." — A service provider

B. EDUCATION AND TRAINING

There are strong linkages between the level of education and training on the one hand, and employment and earnings on the other. The higher the education and skill level, the greater the chances of being employed and the higher the earnings.[79] Text Figure 3 shows that this pattern holds for people with and without disabilities.[80]

Text Figure 3. Earnings by education level



Training can have a positive impact on labour force status, with 58.9 per cent of people with disabilities who have trained being employed compared with only 41.8 per cent who have not taken training. We do not have data on training comparable to that in HALS for people without disabilities.

1. PROGRAM ARRANGEMENTS

It is beyond the scope of this report to detail how all post-secondary education and training programs are financed and administered in Canada. However, some arrangements prevail widely. The Canada Health and Social Transfer from the federal to provincial/territorial governments augments provincial revenues for post-secondary education programs at colleges, universities and technical institutes. Labour Market Development Agreements provide for transfers of federal funds that the provinces and territories use to finance, among other things, employment-related training programs for individuals.

Skills Development, a benefit and support measure under the Employment Insurance Act, aims to help individuals obtain the skills necessary for employment ranging from basic to advanced skills, by providing direct financial assistance to enable participants to select, arrange and pay for their own training.[81]

Funding may be provided to cover all or a portion of:

- the cost of tuition of a course or program of instruction and/or living expenses;
- the cost of required books, software and related expenses for a course of instruction;
- incremental costs of participation such as expenses for dependant care, disability needs, transportation and accommodations.[82]

Individuals who participate in *Skills Development* are normally required to make a contribution towards the cost of their training.

Canada and provincial student loan provisions, and in some jurisdictions post-secondary education grants, help individuals to cover costs of tuition, supplies and basic living expenses.

The Opportunities Fund and the EAPD have been used to finance community organizations that in turn provide job training to individuals.

A review of the EnableLink.org Web site found a listing of 380 organizations that provide employment training to persons with disabilities.

2. ISSUES

Lower Education Level

The research found that the education level of people with disabilities tends to be lower than that of other working-age people; people with disabilities are less likely to have graduated from high school and less likely to have university education (Table 6). While the education gap is narrower among 15- to 24-year-olds, a gap persists nonetheless.

Table 6. Highest level of educational attainment for adults with and without disabilities

	15 - 64 years			
	With disabilities		**Without disabilities**	
Less than high school	728,560	37.0%	4,517,530	25.3%
High school	453,030	23.0%	4,800,570	26.8%
Trades certificate or diploma	248,180	12.6%	1,971,840	11.0%
College	310,900	15.8%	2,958,180	16.5%
University	224,040	11.4%	3,641,430	20.4%
Not specified	3,790	0.2%		
Total	1,968,490	100.0%	17,889,850	100.0%
	15 - 24 years			
	With disabilities		**Without disabilities**	
Less than high school	76,950	51.0%	1,575,470	42.2%
High school	51,780	34.3%	1,355,360	36.3%
Trades certificate or diploma	6,350	4.2%	172,290	4.6%
College	10,250	6.8%	373,760	10.0%
University	4,800	3.2%	225,680	6.0%
Not specified	890	0.6%		
Total	151,030	100.0%	3,732,670	100.0%

Source: Statistics Canada, Housing, Family and Social Statistics Division. Participation and Activity Limitation Survey, 2001.

Disadvantages in education can reverberate throughout the adult years in lower levels of employment and poorer earnings. Some people, e.g., people with intellectual disabilities, may remain in school beyond the usual school-leaving age but, upon leaving school, may continue to lack basic skills needed for employment and post-secondary schooling.

The Perceived Importance of and Need for Training and Education

Survey respondents for the present research were asked about the importance they attach to the following education and training programs:

- Adult basic education and literacy upgrading programs to strengthen the reading, written communication and arithmetic skills of people with disabilities;
- Programs to strengthen the basic computer skills of people with disabilities;
- Apprenticeship programs (e.g. usually a mix of classroom and workplace training leading to certification of skills in a trade, such as electrician, carpenter, plumber, machinist, etc.);

- College career programs;
- University degree and diploma programs;
- Specialized public or private certificate/diploma programs (aside from Apprenticeships) focused on specific careers and skill sets (e.g. through Institutes of Technology; business schools);
- Classroom-based job training/work adjustment services (e.g. short-term training geared to a specific job or skill set);
- Workplace-based job training (e.g. co-op training, internships).

Respondents generally indicated that such services are either extremely or quite important (Table A11).

The summative evaluation of the Opportunities Fund found that the program provided participants with direct employability-related benefits such as skill development and relevant work experience.[83]

Many people with disabilities who took part in the focus groups indicated that they were well educated for the competitive job market. The range of occupations of focus group participants who completed surveys conducted for the present research suggests that many would indeed have the education or training suitable for their present occupations (Appendix 2).

However, many focus group respondents also indicated that they lack the education and training they need. Data from HALS indicate that 37.1 per cent of people with disabilities have taken work-related training to enhance skills or to learn new skills, or have returned to school for training for other purposes. We do not have comparable data for people without disabilities. Among people with disabilities who have not taken training, 13 per cent indicate that they would like to do so—nearly 300,000 people.

Ease/Difficulty in Gaining Access, and Responsiveness of Training and Education

Survey respondents for the present research were asked about the accessibility and responsiveness of education and training programs.

People reported fewer barriers around adult education/literacy, computer skills training, college and university programs than around other programs; fewer than half reported significant or more barriers in connection with literacy, computer, college and university programs. Apprenticeship and workplace-based training stand out as being largely unavailable or available only with major or significant barriers (Table A12).

Lending support to the latter impressions, the Employment Insurance Commission's Monitoring and Assessment Report for 2002 shows that people with disabilities comprised only 2.7 per cent of Skills Development participants in 2001/2002 and 0.4 per cent of those in EI-funded apprenticeship training.[84]

Respondents portrayed adult education/literacy, computer skills training, college and university programs as more responsive to the needs and goals of people with disabilities than the other programs. Apprenticeship programs are reportedly least responsive (Table A13). College programs seem to be the most widespread or "portable" of educational and training services, and apprenticeship programs the least portable (Table A14).

Nearly half of respondents indicated that computer skills training is somewhat or a lot easier to access now than two or three years ago (Table A15). More than half of the respondents indicated that the other education and training programs are about the same now as previously in terms of ease or difficulty of access. Where respondents indicated change in terms of ease of access, adult education/literacy is generally easier to access, as are college career programs and classroom-based and workplace-based training. Apprenticeship programs are reportedly more difficult to access.

Barriers and Disincentives to Further Education and Training

Cost of Training

A leading reason given in HALS for not taking training is the cost, which applies to 49.5 per cent who have not taken training but would like to do so. Focus group participants also cited cost as a problem, particularly for people with low incomes.

Location

Of the HALS respondents who wanted to take training, 38.3 per cent said the location of training prevented them from doing so, i.e., the training was too far away. Training and educational services tend to be most available in large urban communities. People may have to make the choice between moving to a community where the training is available or remaining where the informal support of family and friends is available. For HALS respondents in rural communities who wanted to take training, 53.6 per cent had not done so because the training was too far away, compared with only 27.8 per cent in large urban communities (Vancouver, Edmonton, Calgary, Regina, Winnipeg, Toronto, Montreal, Halifax) and 36.3 per cent in other urban communities.

Lack of Relevance to Needs

Among HALS respondents who wanted to take training but had not done so, 30.4 per cent indicated that the training available was not what they needed. Several focus group participants spoke about training programs in which they had participated or considered participating that turned out to be unsuitable to their needs as well.

Inaccessibility

For 28.3 per cent of HALS respondents who wanted to take training, the inaccessibility of courses was given as a reason why they had not done so. Focus group participants spoke about inaccessible physical premises, instructors lacking knowledge about disability, curricula and teaching methods not individualized and adapted to learners' needs, and lack of needed supports in the training site (e.g. interpreters, attendants, aids/devices, accessible software and hardware for people who are blind). The inaccessibility of language training courses was pointed out as a particular issue in jurisdictions where employment tends to be more available to bilingual people than to others.

Lack of Suitable Transportation and Child Care

Among HALS respondents who would have liked to take further training, 22.9 per cent cited transportation difficulties and 15.3 per cent the lack of child care as reasons for not taking the training. Lack of accessible community transportation and child care also surfaced in the focus groups.

Restrictive Eligibility

Various eligibility criteria can make it difficult for people with disabilities to secure the education and training they would like. Such criteria include:

- the need to be EI-eligible in order to qualify for mainstream training. This is a significant problem for people with disabilities as they are only about three-quarters as likely as others to receive EI in a given year. That proportion would be much lower among people with little or no historical attachment to the regular labour force, such as many people with intellectual disabilities. Based on HALS, 194,000 people with disabilities have never worked, the majority of whom (68.3 per cent) have multiple disabilities.[85]
- the tendency of EAPD-funded programs to focus on people with physical and sensory disabilities in many jurisdictions, leaving other people (e.g. those with intellectual disabilities) with limited access to such programs.[86] As well, EAPD is not available to the northern territories.
- age criteria, which can make it difficult for young people who have left school to participate if they are not old enough (e.g. where they have to be 19 years of age or older to qualify for training).

Other Barriers and Disincentives

Among HALS respondents who wanted to take further training, 37.3 per cent gave reasons that are classified as "other" in the microdata file, i.e., because of issues aside from program relevance, inaccessibility, transportation, cost, location or lack of child care.

Aside from disability itself, focus group participants identified the following other difficulties that people with disabilities have had with the training and education system:

- People may lack the self-esteem and confidence to take training/upgrading, which can be a significant problem for people who have not completed high school. The lack of encouragement and support from others to seek out further education/training is a related problem.
- People may lack the prior education and skills needed to succeed at training. For example, older people may lack computer skills that younger people are more likely to have acquired.
- People have difficulty finding out about the training that is available; others perceive that training is simply not available.
- Delays in securing disability assessments and employment-related needs assessments can result in delays in starting the training. In turn, those delays can result in prospective employers losing interest in hiring people once the training has been completed.
- People encounter difficulties lining up disability supports (e.g. interpreters, attendants, etc.) to coincide with the training that is available.
- Some training organizations tend to distance themselves from people with complex needs because the organizations will have more difficulty showing post-training "success", e.g., job placements following training.

- The duration of training, which tends to be short term, may not be long enough for people with complex needs to complete in the allotted time frame.
- The intensity of the programming can result in difficulties for people dealing with issues of disability-related fatigue and stamina.
- In many cases, people with disabilities will require longer than others to complete their formal studies—in 27 per cent of cases based on HALS 1991 for people who had a disability before completing their formal education. The extended duration of training/education can in turn increase the debt load that people may have to undertake in order to complete the studies, which, in view of the uncertain job prospects of people with disabilities, can serve as a disincentive to undertake studies.
- The problem was also raised in the focus groups that some employers are disinclined to hire people upon completion of training where employers have access to a bank of further trainees who can be brought into the workplace at little or no cost (e.g. people under wage subsidy or work experience programs).

Administrative Issues

Several participants spoke about heavy administrative loads and paper work needed to satisfy the requirements of funders. The administrative burden can hamper the ability of organizations to provide direct service and follow-up to people with disabilities, thereby limiting the number of clients that can be directly served. Service providers also pointed to the tendency of programs to be funded on a short-term, pilot project basis rather than on a sustained basis, which results in programs constantly "starting from scratch", in high staff turnover and the resulting unfamiliarity of staff with clients, and in the general depletion of organizations' intellectual capital. The EBSM evaluation for British Columbia pointed out that short-term funding contracts can result in contractors entering into shorter term and more expensive leases and rental agreements for equipment.[87]

Moreover, employer demand for trainees typically has to be met quickly. Yet organizations are often not in a position to maintain a bank of prospective employees so may not be able to meet employer demand in a timely fashion. This results in credibility problems for organizations in their relationships with employers.

Guiding Policy Framework

As a general guiding principle, EAPD and EI EBSMs all favour moving people with disabilities from reliance on passive income support into the regular labour force. This might be viewed as a positive move in that federal dollars are no longer available for provinces' and territories' segregated work arrangements (e.g. sheltered workshops and segregated work activity programs). As well, changes have been made to provincial social assistance and the Canada Pension Plan Disability benefit that encourage and make it more possible—at least in principle—for people with disabilities to further their education and training, and to participate in volunteer work, without jeopardizing income support.

Despite these changes, however, several focus group participants indicated that there seems to be no overall guiding purpose to present training arrangements and that organizations are operating largely on a case-by-case basis. Several pointed out that organizations are working competitively against one another rather than collaboratively with one another. One participant suggested that organizations should be identifying a suite of common services that they can all provide, as well as the specialized niche services that would be unique to each organization.

> *"There is a need to better match training programs to the needs of the market. If you're waiting six months to get training you can't expect employers to wait for the training to be finished."* — A service provider

> *"There's an expectation by employers that, if they can get workers free for [workplace-based] training programs, then why hire them and have to pay for them?"* — An individual with a disability

> *"Funding cuts in primary and secondary education result in people with disabilities being disadvantaged long before they enter the labour market."* — A service provider

> *"I can't write down an eight page paper. On oral tests I got the highest mark and on the written test I failed… If I can use the computer I can do better… You have the skills but they're [trainers] not accommodating you."* — An individual with a disability

> *"In the educational system, they say they accommodate people with disabilities and yet there is a real discrepancy, there. It looks good and sounds good, but when you get right down to it, there is even hostility towards people with disabilities."* — An individual with a disability

> *"You really have to educate your professors."* — An individual with a disability

> *"The onus is on me to educate people on vision loss. That would work for some types of disability but for other types of disability that won't work."* — An individual with a disability

> *"Not very many training programs have proven successful for people with intellectual disabilities. Their [training] readiness is dependent on how many supports are out there for them."* — A service provider

> *"People aged 18 to 25 with spinal cord injuries often lack education. Many were doing manual labour prior to injury and are not prepared for a life that does not revolve around manual labour."* — A service provider

> *"If the outcome criterion for funding is that you have to place a certain number in jobs, then for some disabilities this is not realistic. It means short-term needs being met and ignoring the more complex needs of people."* — A service provider

> *"In order for us to keep our funding, we have to have a certain amount of people a year. So it's hard to refer to an [other] organization that has the same funding as us."* — A service provider

C. TRANSITION PROGRAMS

1. PROGRAM ARRANGEMENTS

People may need various supports (e.g. financial, extended health and dental coverage, counselling, follow-up) in order to make the transition from school to work or from welfare to work. In addition, people may need assistance to understand, accept and adapt to change, particularly where the person may have a developmental disability or where the person has had little involvement in regular employment.

Provincial government agencies and community organizations comprise the delivery system for such programs.

Survey respondents saw school-to-work and welfare-to-work transition programs as quite or extremely important. The same was generally true concerning programs that assist people to come to terms with change, although respondents attached a lesser level of importance to these than to the other transition programs (Table A16).

2. ISSUES

Transition Gap from Child to Adult Services

Several issues were identified at the transition between high school and work or post-secondary programming. In the present research and in other studies conducted by The Roeher Institute it was found that there tends to be a gap in services as people move from the service system for children to that for adults.[88] Various supports that are available for children may no longer be available for adults, making it difficult for them to carry on with education, training or work. In the words of one focus group participant, "People are left hanging between the ... systems [high school/post-secondary] and work—It's as if 18-year-olds don't have disabilities."

Withdrawal of Transition Supports

As well, supports available for students in their last year of high school may be phased out as the school year progresses, and supports in the post-secondary system may not phase in until sometime during the first year of studies. In the intervening period, a person may lack the supports needed to successfully participate in studies.

Focus group participants drew attention to the possible withdrawal of disability-related supports upon the transition to employment as a major issue, particularly the withdrawal of uninsured health-related supports (e.g. medications). Where employment or work experience programs are funded through short-term contracts, these may not provide any pension or health/dental coverage to participants, which can leave people needing medical coverage in a vulnerable situation. As well, disability-related supports that are provided through employment and training programs are available for the limited duration of those programs. But many people need these over the long term in order for their employment to be successful.

Transition Supports Needed Earlier in the Lifespan

Focus group participants raised the point that the process of school-to-work transition needs more attention early in high school and that external organizations with expertise in disability and employment need to be involved; teachers and school counsellors tend not to be highly knowledgeable and skilled in this area. School-to-work transition planning is now mandatory by regulation in the province of Ontario for students with exceptionalities 14 years of age or older.[89]

Limited Access, Responsiveness, Portability

Most survey respondents for the present research indicated that people with disabilities have some level of difficulty accessing transition programs (Table A17). Half indicated that school-to-work programs and programs to help people come to terms with change are completely unavailable or available only with major difficulties or barriers. That problem surfaced in the focus groups as well. Some 44 per cent of survey respondents said the same about welfare-to-work programs.

More than half of respondents indicated that all three types of transition programs are either unresponsive or not very responsive to the needs and goals of people with disabilities (Table A18). There seems to be little geographic portability in these programs (Table A19). On balance, such programs are reportedly more difficult to access now than they were two or three years ago (Table A20).

> *"There are no programs to help people back into the workforce. There are supports in rehabilitation centres, but none once you leave and go back to the community. No transition supports."* — An individual with a disability

> *"For transition from high school to post-secondary or workplace training, there's no programs available."* — An individual with a disability

ENDNOTES:

[74] See also Human Resources Development Canada, *Promising Practices in Employability Assistance for People with Disabilities (EAPD) Funded Programs and Services* (Ottawa: Author, 2002).

[75] Provincial social services and mental health programs that may not be subsidized by the EAPD and Opportunities Fund are also used to finance and administer work experience programs.

[76] e.g., per federal-provincial/territorial agreements, Memoranda of Understanding or as otherwise approved by the Minister of Human Resources Development Canada.

[77] Other criteria may apply.

[78] Currently, Ability Edge offers programs in Vancouver, Calgary, Toronto, Ottawa, Montreal and Halifax. As of January 24, 2002 eight different companies had expressed interest in hiring Ability Edge internship applicants; 56 interns had been placed in total. Of the interns that had completed their internships, 73 per cent found employment with the firm, either during their internship or upon completion. (Reported by Danielle Mandell, Customer/Employee Relations, Career Edge/Ability Edge, at a recent forum of the National Education Association of Disabled Students. Found at http://www.neads.ca/en/about/reports/student_forum_tor.php.)

[79] G. Fawcett, *Living with Disability in Canada: An Economic Portrait* (Ottawa: Canadian Council on Social Development, 1996).

[80] See also Human Resources Development Canada, *Promising Practices.*

[81] While agreements are generally for up to 52 weeks, they may be approved for up to three years.

[82] Such arrangements to cover incremental costs are negotiated on an individual basis with a program official.

[83] Human Resources Development Canada, *Summative Evaluation of the Opportunities Fund.*

[84] The Canada Employment Insurance Commission, *Employment Insurance 2002.*

[85] It is of some interest to note that less than half who have never worked (42.1 per cent) consider themselves completely prevented from doing so because of disability.

[86] In a consultation with executive directors from ten provincial Associations for Community Living, it was found that EAPD was being used to a significant extent in only two provinces to support the employment of people with intellectual disabilities in the regular labour market.

[87] British Columbia EBSM, Section P — Efficiency and Effectiveness.

[88] The Roeher Institute, *Moving In Unison into Action: Towards a Policy Strategy for Improving Access to Disability Supports* (North York: The Roeher Institute, 2002).

[89] The Ministry of Education has developed a useful guide book to that end. Ontario, Ministry of Education, *Transition Planning: A Resource Guide* (Toronto: Author, 2002).

VI

Disability Supports

More than two million Canadians need one or more human, technological or other support specifically because they have a disability.[90] A disability support can be defined as any good, service or environmental adaptation that assists persons with disabilities to overcome limitations in carrying out activities of daily living and in participating in the social, economic, political and cultural life of the community.

Such supports may be essential for successful participation in training, education and employment. However, such supports may be needed in other situations as well, without which employment may be compromised. For instance, assistance with personal care (bathing, eating), meal preparation or with personal mobility (e.g., attendant service) may be needed in the morning, in the evening, during regular work hours and on weekends/holidays. A sign language interpreter or device to assist with communication may be needed in employment, but also in education and in social situations more generally.

Some supports that are helpful to employees in general may be particularly helpful for employees with disabilities, e.g., modified work duties; flexible work hours.

PALS data on supports needed for employment and education are not yet available to the public. Tables 7 and 8 show the extent of need for such supports based on HALS.

Table A21 shows a range of disability supports—personal, technological and environmental—that people may need for participation in training/education or employment, to assist with mobility or communication or to assist more generally. Also included are effective rehabilitation and mental health services.

With few exceptions, people surveyed indicated that such supports are extremely or quite important (Table A22).

Table A43 shows that, generally speaking, the employment levels are higher and the percentages out of the labour force are lower where people have the disability supports they need.

Table 7. Job accommodations needed by people with disabilities

Total working age	2,297,000	% of working age
Job accommodations needed		
Human support for employment (e.g. reader, interpreter, job coach, personal assistant)	78,000	3.4%
Technical aids/devices	42,000	1.8%
Communication services (e.g. conversion of print to Braille, to audio tape, to enlarged print)	35,000	1.5%
Job redesign	388,000	16.9%
Modified hours	432,000	18.8%
Accessible transportation	170,000	7.4%
Other non-architectural accommodations	84,000	3.6%
Architectural, ergonomic or other job supports required	237,000	10.3%

Source: HALS 1991

Table 8. Working-age adults with disabilities needing various supports for education

Total students	246,000	
Supports needed for education	**Number needing**	**% of students**
Note takers, scribes or readers	8,000	3.3%
Tutor	12,000	4.9%
Computer access	10,000	4.1%
Talking books	3,000	1.2%
Attendant services	6,000	2.4%
Hand-held or desk-mount magnifier	7,000	2.8%
Braille texts	1,000	0.4%
Oral or sign language interpreter	2,000	0.8%
FM systems or tape recorders	7,000	2.8%
Other services, aids needed	12,000	4.9%
Needing any of the above aids/devices or services		**14.2%**
Accessible buildings	11,000	4.5%
Accessible classrooms	11,000	4.5%
Accessible residences	6,000	2.4%
Accessible washrooms	11,000	4.5%
Suitable transportation	15,000	6.1%
Other features	9,000	3.7%
Needing any modified building features or transportation		**8.5%**

Source: HALS 1991

1. PROGRAM ARRANGEMENTS

Present arrangements for the delivery of disability supports are complex. Essentially, however, provincial ministries responsible for health, post-secondary education, social services and labour market services are all involved, as are Workers' Compensation programs, the Vocational Rehabilitation program of the Canada Pension Plan Disability benefit, as well as private and employer-based insurers and employers themselves, whether public or private sector.

Students with permanent disabilities and high-need students who are studying part time may be eligible for up to $8,000 for post-secondary studies under the Canada Study Grant. The funding is for exceptional, education-related expenses pertaining to a disability. Eligible services and items are: note taker, tutor, reader, oral and sign interpreter, attendant care for studies, specialized transportation to/from education, 75 per cent of the cost of a diagnostic assessment for learning disabilities (up to a maximum of $1,200), technical aids (e.g. computer, Brailler) and alternative formats (e.g. large or Braille print, audio cassette reading materials).

Personal supports for disability may also be covered under EI Part II *Self-Employment, Skills Development* and *Job Creation Partnerships* programs.

2. ISSUES

Considerable Unmet Need for Supports

On average, only 35 per cent of people who completed surveys for the present research said that people with disabilities have no difficulty or only a few difficulties or barriers in terms of the availability of disability supports (Table A22). On average, 38 per cent said that such supports are completely unavailable or available only with major difficulties and barriers.

Statistics Canada recently released an analytical report (2003a) and Tables (2003b) on selected disability supports. The reports are based on the Participation and Activity Limitation Survey (PALS). Of the 1.6 million adults with disabilities who used or needed aids/devices in 2001, 39 per cent needed more than they were using. More than a third (35 per cent) of the 2.2 million adults who needed help with everyday activities needed more help than was available to them. Of the nearly half million adults who needed home modifications, 37 per cent needed more than were available to them. Seventeen per cent who travelled locally using public transportation or specialized bus services had some level of difficulty using those services. The report did not include information about the extent of reliance of people with disabilities on prescription medications, which can be quite expensive—running into many hundreds of dollars a month for some people. HALS data, however, show that 53.4 per cent of working-age people with disabilities were taking prescription drugs on a daily basis when that survey was conducted.

General Factors that Account for Unmet Need

Aside from unmet need, analysts have identified a range of other issues concerning Canada's disability support arrangements.[91] Selected issues include the following:

- The high cost of disability-specific supports[92] which is a particular challenge for people with low incomes, but which affects people with higher incomes as well. Cost was reported as a major and pervasive problem in the recent Statistics Canada reports and in other research conducted by The Roeher Institute (2002).

- The additional costs of basic necessities because of disability.
- Insufficient recognition of these costs through existing tax measures.
- The lack of any financial benefit to very low-income persons with disabilities not in a position to pay income taxes and receive tax credits.
- Inconsistent range and quality of supports across provinces/territories.
- The uncoordinated, piecemeal approach of the present disability supports "system" taken as a whole.
- Restrictive eligibility criteria that tie access to publicly funded disability supports to eligibility for income support/replacement and that may require co-payments of users who may be unable to afford these. Eligibility may be restricted on other grounds as well (e.g. age, severity and nature of disability).
- The insufficient fiscal capacity of the provinces and territories to increase the range and improve the quality of publicly funded disability supports.
- Impeded mobility of people with disabilities, stemming from inconsistent availability of supports, costs, restrictive eligibility and lack of coordination and consistency in programs.
- Inadequate practical support for family members and others who provide informal support.
- The persistence of barriers to social and economic participation at the community level that need to be identified and removed.

Implied in the critiques of present arrangements is acknowledgement of:

- The reliance of people with disabilities on various orders of government to assist with disability-related costs because of exclusionary labour markets, low employment earnings and lack of access to employer-based and private insurance that will meet the full costs of disability supports.
- The reliance of people with disabilities on charities because governmental assistance for disability supports is, in many cases, not forthcoming or inadequate.

Those issues were echoed in the focus groups conducted for the present research. In fact, many comments of focus group participants revolved around the difficulties that people with disabilities have in securing the supports they need in order to participate in training, education and employment.

Limited Employer Capacity or Will to Deal with Support Issues

Some of the comments of research participants focused on employer reluctance—or inability—to provide the supports needed for employment and for work-related training owing to the cost of such supports. A person with an intellectual disability who had been working with a large company said, "… they kept changing the system and it was so confusing and I got frustrated with working the computer and they wouldn't give me a job coach so I just quit."

A study recently conducted in Saskatchewan found that, where employers were prepared to deal with support issues, they were most likely to provide flexible work schedules, physical accommodations and job redesign. Employers were not very likely to provide technical aids, human supports or communication services. Financial incentives would only marginally increase the likelihood that employers would provide the latter two categories of support.[93]

Some focus group participants pointed to difficulties that people with disabilities can have in securing employer-based insurance coverage, where employers have such coverage at all. For instance, where coverage is needed but not available through the workplace, people may have few practical options but to remain out of—or exit—the labour force in order to get the publicly funded supports that in many cases are not sufficiently available to employed people. For people who need supports such as mobility devices, attendant services or medications, not having such supports could seriously compromise basic health and well-being. One focus group participant (a service provider) said that people with disabilities considering entering paid employment, " ... may withdraw from opportunities offered. It [work] would mean a loss of non-cash benefits, like $1,800 a month for prescription drugs. As well, there are less and less jobs with [any] benefits, so work may not provide the benefits that people with disabilities need."

For their part, employer representatives recounted situations where people with disabilities had been offered jobs but declined because of social assistance issues. Instances were recounted of people who needed 24-hour attendant service. The companies were prepared to cover the cost of the attendants for 12 hours a day. However, if working, the individuals would have lost government assistance for the remaining hours of attendant supports that were vitally necessary. Accordingly, these people declined the job offers.

Reluctance to Risk Supports that are Hard Won

Focus group participants also pointed out that many people have had to struggle to obtain any publicly funded supports. In the words of a service provider, "The disincentives to employment are really great ... It's hard to work with them [people with disabilities] if they might lose medical or other benefits ... after begging and pleading for what they have."

HALS 1991 showed that many thousands of people with disabilities (120,000) did not seek employment out of concern about losing medical or other benefits.

In recent research, Grey (2002) found that the full or partial withdrawal of supplemental benefits such as a subsidy for housing, access to social housing, or supplemental health and dental care coverage adds to the cost of leaving social assistance. The administration associated with the full or partial withdrawal of supplemental benefits when the individual takes a job, as well as the readjustment of these benefits when they return to social assistance, adds to the fixed costs of taking a temporary job. These factors may discourage recipients from attempting to mix short-term employment and social assistance with the result that they may leave the labour force and rely on social assistance full time.[94]

Net Income Implications of Employment after Support Costs are Met

Even where people in theory have the financing needed to cover the cost of supports, disposable income after taxes and disability-related expenses can deter people from entering paid employment. An individual who participated in one of the focus groups related his costs for long-term care, attendant services, medical needs and electric wheelchair. He reasoned that, after these expenses and taxes, he would be left with somewhere between $10,000 and $12,000 in cash from a job providing gross pay of $50,000. That is, he would have access to marginally more money than if he remained on a disability income support. He indicated that it was "not really worth it to work" and that he would "have all the hassles, too" that come with holding down a job.

Responsiveness, Portability, Difficulty of Access and Other Issues

Overall, only about one-third of people who responded to surveys for the present research project indicated that disability supports for employment are quite responsive or highly responsive to the needs and goals of people with disabilities (Table A23). Another 38 per cent, on average, indicated that such supports are somewhat responsive.

Such supports are typically not very portable. On average, 65 per cent of respondents indicated that such supports are available only in the community where first approved or in a few selected parts of the province (Table A24).

Depending on the support, generally between 40 and 60 per cent of respondents (55 per cent overall on average) indicated that it is about as easy or difficult now as two or three years ago to access disability supports (Table A25). Where there has been change in terms of ease or difficulty of access, 23 per cent indicated that the supports are more difficult to access. That is, the supports that were generally difficult to access two or three years ago, continue to be difficult to access or are becoming more difficult to access. Some 22 per cent of respondents, however, indicated that supports are becoming easier to access.

3. OTHER APPROACHES

Despite a range of difficulties that people often experience with the present approaches to the delivery of employment-related supports to people with disabilities, some innovations and positive experiences are occurring. For instance, research conducted by the Social Research and Demonstration Corporation (SRDC) recently researched a demonstration project that enabled people with disabilities to manage their disability and employment supports within established limits. SRDC concluded that a properly designed program can:[95]

- be used well by most participants;
- be designed to give participants more choice over which eligible supports they can purchase, where they can purchase them, and when they can purchase them;
- enable participants to secure a wide range of supports from a diverse group of suppliers;
- result in most people employed actually using some supports on the job or in travelling to their job;
- be run quickly with minimal bureaucracy and only routine administrative problems;
- be feasible and be run as an expanded program.

While not entirely conclusive on the relationship between disability supports and employment, research recently conducted in Prince Edward Island found that, among people with disabilities who had participated in that province's new Disability Support Program, one-third had found employment in the past year. Of these people, 23 per cent started paid employment because of supports received through that province's new Disability Support Program. Some 16 per cent started better paying employment because of supports received through the program and 18 per cent started new paid employment that was more personally satisfying because of supports received through the program.[96] The program provides planning assistance to help develop individualized plans of action and to help determine supports that are necessary. The program operates at arm's length from the provincial social assistance system. Overall, 77.6 per cent of participants/proxies (e.g. parent) indicated they were happy or very happy with the supports and services received under the program. While the program is by no means perfect, the research accorded better than medium results for:

- Sound and accepted philosophic base;
- Well-thought-out program rationale;
- Community-based and community responsive initiatives;
- Services based on need, appropriateness and value for money;
- Regular monitoring for adherence to policy and program guidelines.

As well, the summative evaluation of the Opportunities Fund found that the program provided participants with access to proper assistive devices.[97]

> *"Progressive disability means that, in five years, they won't be able to work unless there are supports and the money to fund these."* — A service provider
>
> *"Employers do a lot of creaming—don't want employees who are going to need a lot of supports, just disabled enough to fill their quotas."* — A service provider
>
> *"The Opportunity Fund does not give enough money for interpreters. People have to stay within the deaf community for work… Within the education system there are tremendous barriers because people don't have money for interpreters for university education. The cost and availability of interpreters is a huge issue. There is a real shortage of trained, qualified interpreters."* — A service provider
>
> *"Organizations advocate for people to get funding. It can take up to a year to get supports and dollars to return to school or work."* — A service provider
>
> *"People with learning disabilities or Attention Deficit Hyperactivity Disorder have trouble keeping jobs. They quit before they're fired."* — A service provider
>
> *"People may not come [to the employment agency] because they are worried that they may be cut off benefits if the job doesn't work out."* — A service provider
>
> *"It's so hard to find a job that you can do and enjoy and that will give you the [disability] benefits. And it is really scary to take the chance of doing that."* — An individual with a disability

> *"It depends on the company you work for whether they will cover your medical expenses or not."* — An individual with a disability
>
> *"Stop defining disability by ability to work. Supports that are provided when I am on [social] assistance are taken away when I start work. 'Catch 22'. Stop defining disability by ability to work."* — An individual with a disability
>
> *"Who pays for accommodation? That's the big one—perceptions around this … there isn't a good understanding."* — A service provider
>
> *Concerning barriers to successful recruitment of people with disabilities: "They [employers] haven't figured out how to deal with the issue of ongoing costs. [This is a] long-term issue around employment. There's acceptance of the one time costs, but when you get to talking about job coaches or American Sign Language … These are not one-time costs. It is a cost that has to be borne for the term of that person's employment."* — A service provider
>
> *Concerning a barrier that prevented a person from retaining a job: "I worked for a while, but they didn't accommodate my needs—never provided an interpreter. They weren't explaining it from an interpreter. And then I got laid off and they said it was because of my performance. [The job was lost because of] not having access like having interpreters available so I could communicate and find out what was going on."* — An individual with a disability
>
> *"Once you get a job, there's no assistance to support people later."* — A service provider
>
> *"It was a hard decision to walk away from the medication benefit … 40 per cent of my salary is for my medication. Physio comes out of my pocket."* — An individual with a disability

ENDNOTES:

[90] Statistics Canada. Housing, Family and Social Statistics Division, *Participation and Activity Limitation Survey, 2001 – Disability Supports in Canada, 2001* (Ottawa: Minister of Industry, 2003).

[91] A summary can be found in Roeher Institute, *Federal Transfer Options for Expanding Access to Disability Supports* (Toronto: Author, 2003).

[92] The Statistics Canada report also identified lack of insurance coverage as a major reason why people do not have needed supports. Lack of insurance coverage implies that the cost of supports was the underlying problem.

[93] Prairie Research Associates (PRA) Inc., *Attachment to the Labour Market for Social Assistance Clients with Disabilities* (Regina: PRA Inc., March 1, 2002).

[94] A. Grey, *Employment Insurance and Social Assistance: Evidence on Program Interaction (Final Report)* (Ottawa: Applied Research Branch, Human Resources Development Canada, January 2002).

[95] D. Tattrie, C. Stuart, R. Hanes, R. Ford, and D. Gyarmati, *The Disability Supports Feasibility Study Final Report* (Ottawa: Social Research and Demonstration Corporation, June 2003).

[96] Baker Consulting Inc. and LexEcon Consulting, *Formative Evaluation: Prince Edward Island Disability Support Program* (Charlottetown: Authors, July 2003).

[97] Human Resources Development Canada, *Summative Evaluation of the Opportunities Fund.*

VII

Financial and Technical Supports for Individuals with Disabilities

The surveys conducted for this research probed issues concerning financial and technical supports for the employment of individuals, including:

- Business technical services and access to start-up funding for people with disabilities pursuing self-employment;
- Earnings exemptions/supplements for people with low earnings in trial work placements;
- Ongoing health and dental (i.e. special needs) coverage for a period of time while making the transition from income support to employment;
- Eligibility criteria that enable and foster paid or voluntary work, while also providing ongoing access to income security during voluntary work and rapid access to income security when paid work comes to an end; and
- Tax credits and tax rebates that reduce taxes owing, or that refund taxes paid, where people with disabilities have costs for services/items needed for education, training or employment.

People surveyed for the present research considered such supports to be quite or extremely important (Table A34).

1. PROGRAM ARRANGEMENTS

Support for Self-Employment

Funded under Part II of the Employment Insurance Act, the *Self-Employment* program aims to provide unemployed EI-eligible individuals with financial support,[98] planning assistance and mentoring during business start-up and its early running. The maximum duration of support is 78 weeks for clients with a disability that will affect their ability to make the business sustainable in one year.[99] EI benefits may be "topped-up" to a locally determined flat rate.[100] Participants may be eligible for personal supports, such as assistance for disabilities, transportation and dependent care.

Western Economic Diversification Canada has created the Entrepreneurs with Disabilities program. The program was established to make it easier for entrepreneurs with disabilities to pursue their business goals and to contribute to economic growth within rural communities. Qualifying people live in a rural community in Western Canada and have a disability that impairs the ability to perform at least one of the basic activities of self-employment or entrepreneurship. The program offers repayable business loans with terms tailored to individual entrepreneurs' needs. Loans can be used for:

- Starting or expanding a business;
- Applying new technology to a business;
- Upgrading facilities and equipment;
- Developing marketing and promotions material;
- Establishing working capital for anticipated sales increases.[101]

In Nova Scotia, the Atlantic Canada Opportunities Agency (ACOA) recently supported the Network for Entrepreneurs with Disabilities (NEWD) to undertake chapter building, offer entrepreneurial workshops, establish monthly networking activities, operate an office of the Canada/Nova Scotia Business Service Centre, and provided advice, counselling, information and other services to over 300 clients.[102]

Earnings Exemptions/Supplements

All provinces and territories provide earnings exemptions that permit people to receive social assistance while garnering a measure of employment income up to the total income limit allowable for continued social assistance. Exemptions vary considerably from jurisdiction to jurisdiction and are generally slightly higher for people with disabilities than for other people.[103]

The *Temporary or Targeted Earnings Supplement* provision in the Employment Insurance Act (S.59) is intended to enable some people currently receiving EI, or longer-term unemployed persons, to accept low-wage jobs.[104] However, the *Supplément de retour au travail* in Quebec is the only program currently in place that mirrors this provision of the EI Act.

The Saskatchewan Employment Supplement is a monthly payment for parents on welfare who work for pay or receive child or spousal support.

The National Child Benefit Supplement is available to families with children and low-earned incomes ($22,397 in 2002)[105] who are not receiving social assistance.

Student Loans

The Canada Student Loan Program (CSLP) offers students with a disability relaxed eligibility criteria for full-time student status. A student with a permanent disability need only register for 40 per cent (instead of 60 per cent) of a full-course load. Part-time study requirements are also reduced. A permanent disability benefit may allow a student loan to be forgiven. Interest relief may be extended up to 30 months. Interest relief has also been extended to people with earnings of less than $22,000; the principal of the loan may be reduced by 50 per cent in some cases. A new

Canada Study Grant for High-Need Students with Permanent Disabilities is also available to students with disabilities to cover expenses related to tuition, accommodation, books, supplies and living expenses up to a maximum of $2,000. Funds may be similarly available through provincial programs financed in part under the EAPD.

Ongoing Health and Dental (Special Needs) Coverage for Employed Persons

Where applicants require assistance only for a special-needs item such as medication, but they are able to provide for other basic needs from their own resources, a province or territory may grant the specific amount that the household requires. However, such applicants must first be found eligible under the provincial/territorial needs test. In some cases, only a portion of the cost of a particular item is paid. For example, the province may reimburse a certain percentage of dental costs; the recipient is expected to pay the remaining amount.[106]

Loosened Eligibility

The Canada Pension Plan Disability benefit has policies to help beneficiaries with disabilities return to the workforce. Volunteer work and enrolment in full-time studies are no longer grounds for immediately ceasing benefits, so long as beneficiaries continue to have a severe level of disability. This change has the potential to enable clients to participate socially in the community and to enhance their education, both of which help with work reintegration. As well, clients are entitled to three months of extended benefits after they return to paid employment. This "work-trial" allows clients to clearly establish their regained capacity to work prior to having their benefits cancelled. In addition, clients who have a recurrence of the same disability after returning to work may have their application fast-tracked for reinstatement of benefits.

Provincial and territorial governments have committed to the rapid reinstatement of people with disabilities whose employment fails following receipt of social assistance.[107]

Tax Measures

Tax measures discussed in Chapter II.B.7 can provide a modest degree of support to people with disabilities seeking to further their employment, education or training.

2. ISSUES

Availability, Accessibility, Responsiveness, Portability

Several service providers who took part in the research singled out business-related and self-employment training as particularly necessary services that they provide. More than half of survey respondents indicated that business technical services and self-employment support, and earnings supplements, are either completely unavailable or available only with major difficulties and barriers (Table A35). More than 40 per cent said the same about ongoing health and dental coverage, flexible eligibility criteria in income security programs and tax credits for items needed for education, training and employment. In nearly half of cases, respondents indicated that business technical services and work and learning incentives in income support programs were not very responsive or completely unresponsive to the needs and goals of people with disabilities (Table A36). Business technical services were reported as not very portable (Table A37). For respondents who saw changes in ease of access to these supports from two or three years ago, the supports are more difficult rather than easier to access (Table A39).

Rapid Reinstatement?

While rapid reinstatement measures are in place for income support programs, people with disabilities have had difficulty qualifying for reinstatement in some jurisdictions.[108] The concern about not being reinstated leaves others reluctant to consider moving from income support to employment.[109] The latter concern was expressed at the focus groups conducted for the present research.

Loss of Benefits

When HALS was conducted, 198,000 people (or 21.4 per cent of people with disabilities not in the labour force) indicated that they were discouraged from seeking work out of concern about losing some or all of their current income. Some 120,000 (13 per cent of people with disabilities not in the labour force) indicated that they were concerned about losing some or all of their additional supports, such as drug plan or housing, if working.

As with employment, some people stand to lose private insurance, Workers' Compensation and other financial and in-kind benefits if they participate in education or training.

Taxation – Benefits Interface

Key limitations of present tax arrangements for people with disabilities are:

- Non-refundability of most measures;
- Limited tax relief afforded by those measures; and
- The taxability of public funds received for education and training, including the share of those funds that are used to pay for the non-discretionary disability supports needed for education or training.[110]

Concerning the latter point, people who receive financial assistance for tuition, supplies and disability supports are likely to find that such income is taxable, which comes as an unpleasant surprise to many. Where money is received then spent for interpreters, attendants, job coaches or other supports (e.g. assistive devices) needed for learning or earning, it leaves unanswered where the additional money is to come from to pay taxes on the money that has been spent. In other cases, financial assistance for training may be taxed at source, i.e., by the funding program, leaving people with insufficient net revenue to cover tuition, supplies, basic living and disability support costs.

Further, people may find that the financial assistance they receive for tuition (e.g.

under EI Part II programs) is considered income for purposes of assets testing for provincial income support, resulting in a decrease in, or ineligibility for, income support. This can serve as a disincentive to participate in training for some people, and comes as an unpleasant surprise to others.

Prospective Debt Load

The chances of finding employment are uncertain or poor for many people with disabilities. While debt forgiveness is possible under the Canada Student Loan Program, there is no guarantee that this will occur. This leaves people facing the risk of taking on what may be considerable debt to complete their studies, and being unable to repay it owing to lack of employment income. The risk can serve as a disincentive to take on the debt load and undertake the studies in the first place, resulting in even lower chances of finding employment.

Difficulties Accessing Other Financing

The disparity in access to summer jobs restricts the ability of students with disabilities to finance post-secondary education, to purchase computers, and so on.

> *"CPP … it's risky. If I am working then I may lose CPP… If I can't do the work, can I go back on CPP?"* — An individual with a disability

> *"When you are on provincial disability pension you can't take courses, because then you are a student and no longer a person with a disability."* — An individual with a disability

> *"You have to look as disabled as possible to qualify for funding."* — An individual with a disability

ENDNOTES:

[98] This financial assistance is intended to cover personal living and other expenses during the initial stages of the business.

[99] The maximum duration is 52 weeks for other EI eligible persons.

[100] Persons no longer receiving EI benefits may be able to negotiate a locally determined flat rate.

[101] Available at http://www.communityfutures.ca/disabilities/.

[102] Canada, Minister of Industry, *Atlantic Canada Opportunities Agency Annual Report For the Period ending March 31, 2001* (Ottawa: Ministry of Industry, 2001), 20.

[103] National Council of Welfare, *Welfare Incomes*, Table 6.1.

[104] The guiding logic is that a temporary top-up of low-wage jobs may encourage people to enter the workforce who would not enter at the lower wage rate.

[105] National Council of Welfare, *Welfare Incomes*, Appendix C.

[106] National Council of Welfare, *Welfare Incomes*, 17.

[107] See the Social Union page on Benefits and Services for Persons with Disabilities at http://socialunion.gc.ca/pwd_e.html. We were unable to locate published evaluation research

on the experience of governments or people with disabilities with rapid reinstatement under provincial/territorial social assistance programs.

[108] Income Security Advocacy Centre, *Denial by Design ... The Ontario Disability Support Program* (Toronto: Income Security Advocacy Centre, 2003).

[109] See, for example, W. Steinberg, *Position Paper on Federal Income Security Programs* (Toronto: Canadian Mental Health Association, December 2001); Ontario March of Dimes, *Canada Pension Plan Disability Program – The Importance of an Ongoing Return-to-Work Strategy: A Solutions Brief* (Toronto: Ontario March of Dimes, April 2003); House of Commons Canada, *Listening to Canadians: A First View of the Future of the Canada Pension Plan Disability Program – Report of the Standing Committee on Human Resources Development and the Status of Persons with Disabilities.* (Ottawa: Communication Canada — Publishing, 2003).

[110] The Roeher Institute, *Federal Tax Measures and the Employment, Education and Training of People with Disabilities – Report to the Technical Advisory Committee on Tax Measures for Persons with Disabilities* (Ottawa: Technical Advisory Committee on Tax Measures for Persons with Disabilities, 2003).

VIII

General Community Employment Measures and Opportunities

In addition to information, counselling, linkage, training, education, transition programs and disability supports (discussed below) for a range of purposes, general community measures and opportunities are also needed to further the employment of people with disabilities. These include:

- Available, affordable, accessible and convenient-to-use transportation services;
- A strong economy with lots of available jobs;
- Accessible workplaces for people with disabilities;
- Generic community economic development efforts (e.g. industrial strategy for the community) that ensure people with disabilities have access to any new employment; and
- Informal support (e.g. of family or friends) to pursue and remain in paid employment and of co-workers in the workplace.

Generally, survey respondents saw such measures as extremely or quite important, but attached less importance to informal support and, surprisingly, to a strong economy with lots of available jobs than they did to other community employment measures (Table A26).

More than half (57 per cent) indicated that inclusive community economic development efforts are either completely unavailable or available only with significant difficulties or barriers (Table A27). Research carried out a few years ago by The Roeher Institute bears out this impression. The Institute found that disability organizations active in the area of employment typically have little to do with mainstream community economic development, and that people involved in generic community economic development tend to have little if any contact with people with disabilities or disability organizations.[111] In its recent annual report, the Pan-Canadian Community Futures Group (2002) identified the need to reach out to groups that could benefit from community economic development, including persons with disabilities.[112] That organization is an informal network of Canada's 266 provincial and territorial Community Futures Development Corporations and Community Business Development Corporations.

Between a quarter and a third of respondents characterized other community employment measures as either completely unavailable, or available only with significant difficulties or in the same terms.[113] Availability of informal support was reportedly less problematic than the availability of other community measures.

Community transportation services were characterized as quite or highly responsive by only 35 per cent of respondents (Table A28). Recent data from the 2001 PALS survey also point to difficulties with accessibility, with 4 per cent of adults with disabilities completely prevented from using community transportation services (134,000 people), a figure that rises to 11 per cent among people with very severe disabilities. Among people who had used public transportation in 2001, 17 per cent said they had some difficulty (179,000 people), a problem that becomes more widespread with the severity of disability.[114]

People who completed the survey for the present research tended to report that accessible workplaces and transportation were not very widely available or portable (Table A29). Some 32 per cent indicated that community transportation had become more difficult to access compared with 19 per cent who said that access had become easier (Table A30). In contrast, 32 per cent indicated that workplaces had become more accessible, compared with 15 per cent who said they had become less accessible.

> *"Transportation. When you live in rural areas there's no accessible transportation. Nothing is accessible. You have to come to town for anything."* — An individual with a disability

> *"They have to fight the government to get any kind of help. And it is very disheartening if you want to go out and get a job or training. Mom would have to take me to and from the job or training."* — An individual with a disability

> *"Transportation is a huge barrier when applying for jobs. It's not dependable—arrives late, comes early. Public transit is not accessible. This affects the job interview process and increases your level of anxiety."* — An individual with a disability

> *"There's stigma due to your disability. Even if you are working there for a while … they think you can't do anything more. They would bring in someone new to do a new job."* — An individual with a disability

> *"Take 5 minutes and get to know us. Most people feel uncomfortable. They have to overcome their stereotypes."* — An individual with a disability

ENDNOTES:

[111] The Roeher Institute, *Opening Futures: An Exploration of Community Economic Development for People with Disabilities* (Toronto: The Roeher Institute, 2000).

[112] Pan-Canadian Community Futures Group, *Helping People and Communities, Annual Report* (2002), 7.

[113] Some 33 respondents indicated that accessible transportation presented few or no barriers. However, only five of those people required job accommodations for mobility issues. This helps explain the relatively high share (38 per cent) who indicated that accessible transportation presented few or no difficulties.

[114] Statistics Canada, *Participation and Activity Limitation Survey, 2001*, 9 and Table 4; Statistics Canada, Housing, Family and Social Statistics Division, *Participation and Activity Limitation Survey, 2001. Disability Supports in Canada, 2001 – Tables* (Ottawa: Minister of Industry, 2003), Table 5.1.

IX

Human Rights and Anti-Discrimination Measures

1. LEGISLATIVE AND PROGRAM ARRANGEMENTS

Canadian Charter of Rights and Freedoms

All laws in Canada must be framed under the Canadian Charter of Rights and Freedoms, which guarantees equality before and under the law, and equal benefit of the law without discrimination on the basis of race, ethnicity, colour, religion, sex or disability. The Supreme Court of Canada has stated that the purpose of section 15 is to protect groups who suffer social, political and legal disadvantages in society. At the same time as it protects equality, the Charter also allows for certain laws or programs that favour disadvantaged individuals or groups. For example, programs aimed at improving employment opportunities for women, Aboriginal peoples, visible minorities, or those with mental or physical disabilities are allowed under section 15(2).[115]

Accordingly, provincial/territorial and federal governments can put into place affirmative action or employment equity programs to increase the employment of persons with disabilities, without contravening the Charter or their human rights codes.

Canadian Human Rights Act

Under the Canadian Human Rights Act it is against the law for any employer or provider of services who falls within federal jurisdiction to make unlawful distinctions based on race, national or ethnic origin, colour, religion, age, sex, marital status, family status, mental or physical disability, pardoned conviction or sexual orientation.

The Act covers: federal agencies and Crown Corporations; Canada Post, chartered banks; national airlines; interprovincial communications and telephone companies; interprovincial transportation companies; and other federally-regulated industries such as certain mining operations.

The Act recognizes that persons with disabilities must have access to premises, services and facilities. The Canadian Human Rights Act and all provincial/territorial human rights acts explicitly prohibit discrimination in employment on the basis of disability.

The federal Act imposes the "duty to accommodate" up to the point of undue hardship. The intent of the provision is to give effect to the principle that "every individual should have an equal opportunity ... to make for himself or herself the life that he or she is able and wishes to have and to have their needs accommodated ... without being hindered in or prevented from doing so by discriminatory practices based on ... disability" (sec. 2). In order for an employer or other entity to establish an exception to the duty to accommodate "... it must be established that accommodation of the needs of an individual or a class of individuals affected would impose undue hardship on the person who would have to accommodate those needs, considering health, safety and cost" (sec. 15(2)).[116]

The federal Human Rights Commission deals with complaints alleging discrimination, clarifies discriminatory practice, administers justice when discrimination is found and creates disincentives for future discrimination. It determines whether complaints are well founded, investigates where appropriate and facilitates private settlements. Recently it has placed a focus on cases with the potential to address systemic discrimination.

The Commission can also convene or ask for the Human Rights Tribunal to hear complaints, which in turn can order remedies to discriminatory practices. Complainants, respondents and the Commission can appeal orders of the Tribunal.

Provincial Human Rights Acts

Disability is a prohibited ground for discrimination in employment under all provincial/territorial human rights acts. The duty to accommodate up to the point of undue hardship is a generally accepted standard under human rights legislation throughout Canada. The following table shows the names of the legislative authorities for human rights acts, codes and commissions in Canada.

Jurisdiction	Year When Most Recently Amended or Consolidated	Full Name of Law
Canada	1998	Canadian Human Rights Act
British Columbia	2002	Human Rights Code
Alberta	2000	Human Rights, Citizenship and Multiculturalism Act
Saskatchewan	2000	The Saskatchewan Human Rights Code
Manitoba	1987	The Human Rights Code
Ontario	2002	Human Rights Code
Quebec	2002	Charte des droits et libertés de la personne du Québec
New Brunswick	2000	Human Rights Act
Nova Scotia	1991	Human Rights Act
Prince Edward Island	1988	Human Rights Act
Newfoundland	2001	Human Rights Code
Yukon	1987	Human Rights Act
Northwest Territories*	2002	Human Rights Act

*Nunavut's Human Rights Act was before the Legislative Assembly for consideration when the present research was conducted.

Employment Equity Act

Subsequent to the 1984 Report of the Commission on Equality in Employment (the Abella Commission), the Employment Equity Act was introduced in 1986. It requires federally-regulated private sector employers (including banks, major transportation and communications industries), Crown Corporations and contractors with the federal government to develop employment equity programs to integrate persons with disabilities, women, visible minorities and Aboriginal people. The Act also covers all federal departments and agencies for which Treasury Board is the employer. Under the Act all federal employers are required by law to have an employment equity plan and to report on that plan to the Canadian Human Rights Commission.

The Act places a positive obligation on the federal public service, federally-regulated employers (with 100 or more employees) and federally-contracted employers (with contracts over $200,000) to ensure that their workplaces and human resources practices do not exclude people from jobs for reasons other than qualifications and competence. Some assistance is provided to employers to develop equity plans and to remove barriers to employment.

The Canadian Human Rights Commission is responsible for monitoring companies' and other agencies' compliance with their internal employment equity plans and can impose sanctions such as fines for non-compliance.

In 2002, a total of 408 private sector employers and 87 federal departments and agencies were covered by the Act. Some 947,000 employees were subject to the Act,[117] or about 6 per cent of all people in paid employment that year.[118]

Governments at all levels, including some municipal governments, have instituted non-legislated employment equity measures in the public sector workforce. In some instances they have also required contractors to comply with employment equity principles and programs.

Unlike some European countries, Canada does not have a quota system to promote the employment of people with disabilities. Instead, the Employment Equity Act requires that the composition of federally-regulated workforces reflect the composition of the broader workforce. To that end, the Act requires that federally-regulated employers collect information on the number of people in designated groups, identify under-representation of those groups in company workforces, review company policies and practices for employment barriers, and develop and implement plans to remove such barriers.

2. *ISSUES WITH THE HUMAN RIGHTS AND ANTI-DISCRIMINATION SYSTEM*

In its annual report for 1998, the Canadian Human Rights Commission reported that disability discrimination complaints made up between 29 and 32 per cent of all discrimination complaints that came before the Commission in that or the previous two years.[119] In its 2002 annual report, the Commission reported that, while the overall number of signed complaints[120] rose by 39 per cent over the previous year, signed disability-related complaints rose by 85 per cent. Signed disability-related complaints comprised the single largest class of complaints (44 per cent) that came before the Commission in 2002.[121]

Discrimination based on disability is the largest class of complaint before provincial human rights commissions as well.[122]

The Annual Report of the Commission for 2002 reported that people with disabilities in the private sector have benefited less than other designated groups from the Employment Equity Act. People with disabilities made up only 2.3 per cent of the private sector workforce in 2002, which was a modest increase over the 1.6 per cent reported a year after the Act was introduced, and well below the 6.5 per cent labour market availability for persons with disabilities.[123] In sharp contrast to the other three designated groups, the number of persons with disabilities hired was substantially lower than the number who left the workforce.[124]

Progress in federal public sector organizations was also qualified. On the one hand, the representation of persons with disabilities had increased to 5.3 per cent compared with 2.6 per cent in 1987. On the other hand, most of the increase was attributed to increased self-identification, not hires. In 2001-2002, more persons with disabilities left the public service than were hired and people with disabilities made up only 2.8 per cent of hires during that year, down from 3.1 per cent the year before.

Having said this, other research findings point to the importance of workplace-based measures to increase the employment of people with disabilities (see Chapter X of this report).

The focus groups for the present research did not place major emphasis on employment discrimination or anti-discrimination measures. However, the issue of discrimination—by employers and by service providing organizations—did arise in the discussions.

Where people spoke about human rights, discrimination and employment they seemed averse to becoming involved in disputes with employers, seeking instead less confrontational approaches.

When HALS 1991 was conducted, 10.7 per cent of employed people with disabilities felt they had been overtly discriminated against in employment in the previous five years because of disability. The same was true for 25.3 per cent among unemployed people with disabilities and 12.0 per cent of people with disabilities not in the labour force. Such discrimination included refusal of employment, promotions or access to training, or termination of employment. Very few people with disabilities who experienced discrimination took any action to deal with the problem (18.4 per cent of those employed, 21.9 per cent of those unemployed and 14 per cent of those not in the labour force who experienced discrimination). Actions that were taken included consulting with unions, human rights commissions, lawyers, associations for people with disabilities and various other actions.

Of some interest, the Canadian Human Rights Commission has recently been following alternative dispute resolution procedures to facilitate non-adversarial resolution of conflicting needs and interests. Initial successes seem promising.[125]

The issue of union seniority provisions taking priority over employers' duty to accommodate was raised by a couple of focus group participants as an issue that can make it difficult for people with disabilities to be successfully hired in unionized workplaces.

Survey respondents for the present research were asked their views about effective and timely programs/systems to address discrimination in employment. Overall, most respondents (92 per cent) said such measures are either quite or extremely important (Table A31). However, as with a range of other measures that people with disabilities need in order to improve their employment prospects, 64 per cent reported significant or major barriers in this area or, that anti-discrimination measures were, practically speaking, unavailable (Table A32). British Columbia recently abolished its Human Rights Commission, adopting a tribunal model instead.[126]

Respondents generally indicated the same level of difficulty accessing anti-discrimination measures now as two or three years ago, with another 28 per cent indicating that those measures are now more difficult to access (Table A33).

Recognizing that it has long had serious problems with the backlog of cases, the Canadian Human Rights Commission has recently instituted changes to speed up its case management procedures.[127]

> *"If the employer has to let you go for a legitimate reason then they may be afraid that you will run to HRDC and blow the whistle on them—and this may end up in the Human Rights Commission. You don't want to be working with an employer in a situation that will involve human rights. You want a good fit so that it'll [the job will] work out well."* — An individual with a disability

> *"Universal design. This needs to be seen as human right. It is… valid to have to have human rights as a base."* — A service provider

> *"The … union would not permit the hiring of people with disabilities because it infringed on rights of union members."* — An individual with a disability."

ENDNOTES:

[115] Through the use of section 33 (the "Notwithstanding Clause"), Parliament and/or the provincial legislatures can make a particular law that is exempt from certain sections of the Charter for up to five years: the fundamental freedoms (sec. 2), the legal rights (sec. 7-14) and the equality rights (sec. 15). Further, Charter rights are not absolute in the sense that governments can impose limitations that a free and democratic society would accept as reasonable. In doing so, a government must be facing a pressing and substantial social problem and the government's response to the problem must be reasonable and demonstrably justified. The Supreme Court has developed guidelines in this connection.

[116] In *Koeppel v. Department of National Defence* (June 4, 1997) and *Green v. Public Service Commission of Canada, Treasury Board and Human Resources Development Canada* (June 26, 1998), the Human Rights Tribunal found sufficient evidence of discrimination by failure to accommodate based on disability, and awarded compensation for lost wages and emotional hardship. In *Green*, the tribunal further ordered that, within a set amount of time, the respondents conduct a substantial review of their policies relating to people with disabilities.

In the Meiorin Case *British Columbia (Public Service Employee Relations Commission) v. British Columbia Government and Service Employees' Union (B.C.G.S.E.U.)*,[1999] 3 S.C.R. 3), the Supreme Court of Canada recently found that, in designing workplace standards, employers owe an obligation to be aware of both the differences between individuals and differences that characterize groups of individuals. They must build conceptions of equality into workplace standards. In the *Grismer* case (*British Columbia (Superintendent of Motor Vehicles) v. British Columbia (Council of Human Rights)*, [1999] 3 S.C.R. 868), the Court expanded on this point by ruling that employers and others governed by human rights legislation are now required in all cases to accommodate the characteristics of affected groups within their standards, rather than maintaining discriminatory standards supplemented by accommodation for those who cannot meet them. Incorporating accommodation into the standard itself ensures that each person is assessed according to her or his own personal abilities, instead of being judged against presumed group characteristics. Such characteristics are frequently based on bias and historical prejudice and cannot form the basis of reasonably necessary standards. See Canadian Human Rights Commission, *A Place for All: A Guide to Creating an Inclusive Workplace* (Ottawa: Minister of Public Works and Government Services, 2001), Appendix A – Key Court Decisions.

Implications for the Human Rights Commission's investigations are that "all allegedly discriminatory standards and policies will have to be justified as rationally connected to the work or service, made in good faith, and reasonably necessary. The investigation will consider whether the standard has the effect of excluding members of a particular group on impressionistic assumptions, or treating one or more groups more harshly than others without apparent justification… In the investigation of any complaint of discrimination, the onus of proving a BFOR [Bona Fide Occupational Requirement] or BFJ [Bona Fide Justification] lies with the respondent and not with the complainant. The onus is therefore on the respondent to provide evidence of each of the elements of the test set out by the Court." Canadian Human Rights Commission, *Bona Fide Occupational Requirements and Bona Fide Justifications under the Canadian Human Rights Act* (Ottawa: Minister of Public Works and Government Services, 2003), 8.

[117] Canadian Human Rights Commission, *Annual Report 2002* (Ottawa: Minister of Public Works and Government Services, 2003), Table 3.

[118] Statistics Canada, *Labour force, employed and unemployed, numbers and rates, 2002* (2003). Available at http://www.statcan.ca/english/Pgdb/labor07a.htm.

[119] Canadian Human Rights Commission, *Annual Report 1998* (Ottawa: Minister of Public Works and Government Services, 1999), 78.

[120] i.e., complaints that are referred to mediation or investigation.

[121] Canadian Human Rights Commission, *Annual Report 2002*, Table 2.

[122] See, for example:

Ontario Human Rights Commission, *Year-End Results 2002-2003*, Table 1. Available at http://www.ohrc.on.ca/english/publications/year-end-report-2002-2003.pdf.

Nova Scotia Human Rights Commission, *Annual Report 2000-2001*, Appendices 2 and 3 (on Employment). Available at http://www.gov.ns.ca/humanrights/publications/hr_annual_00_01.pdf.

New Brunswick Human Rights Commission, *Annual Report 2002-03*, (Fredericton: Author, 2003), Appendix C. Available at http://www.gnb.ca/hrc-cdp/e/Annual-report-2002-03-New-Brunswick-Human-Rights-Commission.pdf.

Manitoba Human Rights Commission, *Annual Report 2002* (Winnipeg: Author, 2003), Statistics. Available at http://www.webtoob.com/mhrc/stats_eng.html.

Human Rights Commission Province of Newfoundland and Labrador, *Report for 2000-2001*. Complaints Received in 2000 by Section and Ground. Available at http://www.gov.nf.ca/hrc/Publications/A.R.%202001.pdf.

Alberta Human Rights and Citizenship Commission, *Annual Review 2002 – 03*, Grounds cited in files opened from April 1, 2002 – March 31, 2003, 8. Available at http://www.albertahumanrights.ab.ca/publications/Annual_Review/2002-2003/Ann_Rev02-03.pdf.

Saskatchewan Human Rights Commission, *2002-2003 Annual Report*, Tables 1 and 2. Available at http://www.gov.sk.ca/shrc/SKHR_AnnualReport_2002-2003.pdf.

While not the largest class of complaints in the Yukon, discrimination based on disability is a major category of complaint in that territory. See Yukon Human Rights Commission, *Report on Activities, April 1, 1999 – March 31, 2000; April 1, 2000 – March 31, 2001*. (Whitehorse: Author), New Cases By Prohibited Ground, 4. Available at http://www.yhrc.yk.ca/YHRC%20AR%201999-2001%20new%20secure.pdf.

[123] The external measure against which employers are to assess the representation of people with disabilities in the workplace has been the Health and Activity Limitation Survey (HALS), a follow-up to the Census of 1991. HALS provides information about people who responded to the Census and who have a long-term condition that is generally consistent with the definition of disability developed by the World Health Organization (WHO). Based on HALS, it is estimated that 6.5 per cent of the federally-regulated labour force would have disabilities if they were represented in employment on equal terms with non-disabled persons. HALS has been superseded by the Participation and Activity Limitation Survey (PALS), which will be used for future workforce estimates for Employment Equity purposes.

[124] Canadian Human Rights Commission, *Annual Report 2002*, 45-46

[125] Canadian Human Rights Commission, *Annual Report 2002*, 5-6.

[126] British Columbia, *Bill 64 – 2002. Human Rights Code Amendment Act, 2002* (2002). For commentary by the past commissioner, see Mary-Woo Sims, *Bill 53 Fact Sheet* (2002). Available at http://www.creativeresistance.ca/awareness/2002-july10-bill53-fact-sheet-human-rights.htm. For a less critical view, see B.C. Human Rights Coalition, *Questions and Answers Regarding Bill 53, The Proposed Human Rights Amendment Act* (n.d.). Available at http://www.bchrcoalition.org/files/FAQBill53.pdf and B.C. Human Rights Coalition, *Information Bulletin #2. BC's New Human Rights Legislation* (October 2002). Available at http://www.bchrcoalition.org/files/INFO_2.pdf.

[127] Canadian Human Rights Commission, *Annual Report 2002*, 6.

X

Supports for Employers

In addition to supports for individuals, employers may also need support in order to be able to hire and accommodate people with disabilities in the workplace. Supports for employers that the surveys explored were:

- Technical support to help employers with specific issues of disability and employment (e.g. information on job accommodations; consulting services to assist in designing and implementing job accommodations);[128]
- Financial assistance with job accommodations;
- Wage subsidies; and
- Employee health and dental plans that do not present problems for employers to hire or retain people with disabilities.

Respondents considered such supports to be extremely or quite important (Table A39).

Table 9 shows that, where employed in organizations that have programs to increase the employment of people with disabilities (e.g. employment equity or affirmative action programs), the share of people needing disability-specific job accommodations tends to be higher, and tends to mirror more closely the need for job accommodations among working-age people with disabilities taken as a whole.[129]

This finding suggests that, even if firms with programs to increase the employment of people with disabilities may be falling short of achieving fully representative workplaces, they are more likely to be representative than organizations without such programs.

Also significant is whether accommodation needs have been met. Generally speaking, employees with disabilities who are in workplaces that have intentional programs to increase the employment of people with disabilities are more likely than people in other workplaces to indicate that their job accommodation requirements have been met. That finding suggests that the organizational culture and practices in workplaces with such programs foster greater responsiveness to accommodation issues.

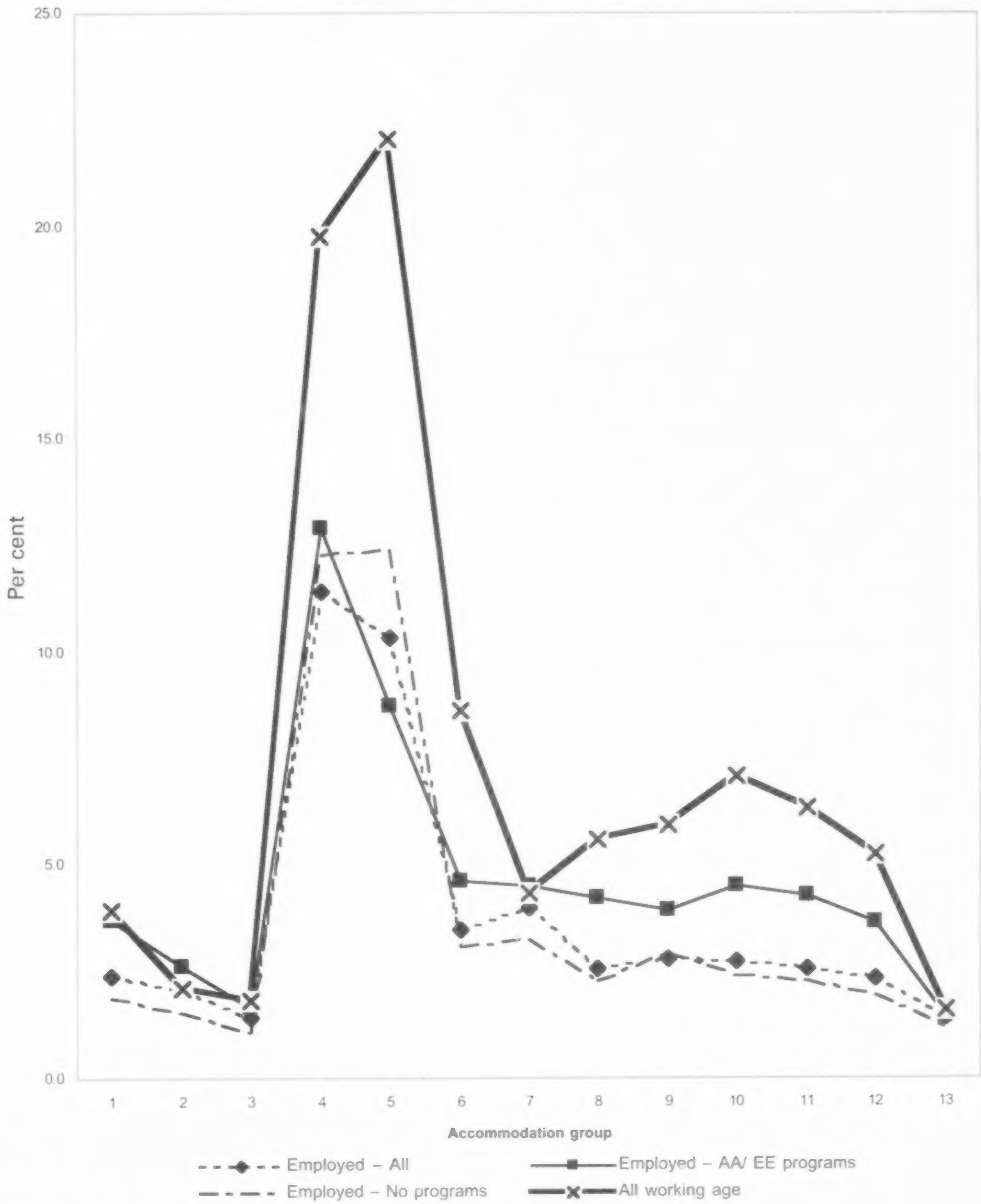
Text Figures 4 and 5 show the general patterns in graphic terms.

Table 9. Working-age people with disabilities by accommodation needs, accommodations received and whether Affirmative Action, Employment Equity (AA/EE) or similar programs are in place to increase the employment of people with disabilities.

	Percent *needing* various accommodations				Percent *receiving* the accommodations needed		
	Employed			All working-age	Employed		
Accommodations needed	All	AA/EE programs	No programs		All	AA/EE programs	No programs
1 Human support (e.g. reader, interpreter, job coach, personal assistant)	2.4	3.7	1.9	4.0	65.8	92.2	59.3
2 Technical aids/devices (e.g. voice synthesizer, TDD, infrared system, computer)	2.0	2.6	1.5	2.1	55.4	89.7	39.6
3 Communication services (print-to-Braille conversion, audio tape, enlarged print)	1.4	1.6	1.1	1.8	41.5	90.7	29.1
4 Job redesign	11.4	12.9	12.3	19.8	0.1	79.8	67.2
5 Modified hours	10.3	8.7	12.4	22.0	71.0	83.6	68.3
6 Accessible transportation	3.5	4.7	3.1	8.6	62.6	78.5	48.6
7 Other (non-architectural)	4.0	4.5	3.3	4.3	70.8	84.8	67.7
8 Handrails, ramps	2.5	4.2	2.3	5.6	83.0	86.1	73.4
9 Appropriate parking	2.8	3.9	2.9	5.9	81.4	84.1	75.9
10 Accessible elevator	2.7	4.5	2.4	7.1	77.9	81.0	70.0
11 Accessible workstation	2.6	4.3	2.3	6.4	80.9	93.6	71.5
12 Accessible washroom	2.3	3.7	2.0	5.3	87.6	89.8	79.5
13 Other architectural	1.4	1.4	1.2	1.6	73.1	87.3	73.2

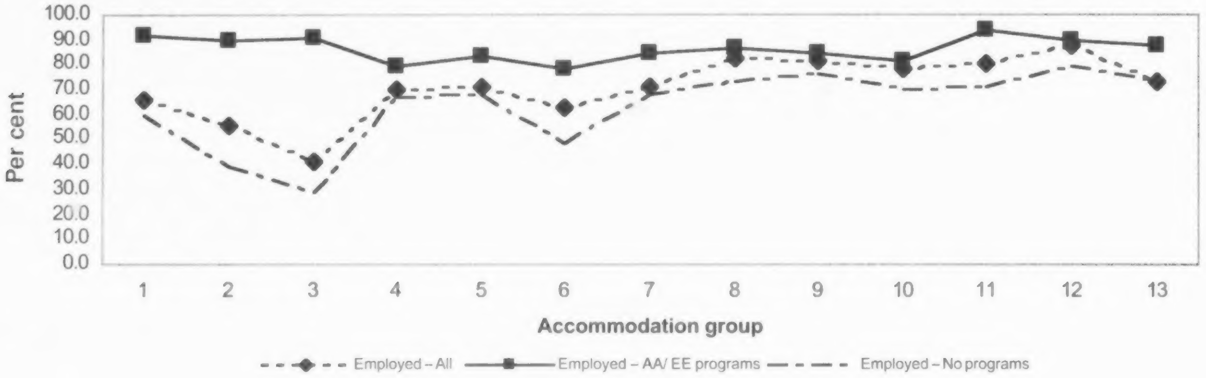
Source: HALS 1991

Text Figure 4. Percentages of working-age people with disabilities needing various job accommodations (all working-age people with disabilities, all employed, and employed by whether disability employment programs (AA/EE) are in place.)



Source: HALS 1991

Text Figure 5. Working-age people with disabilities and receiving job accommodations (all employed and employed by whether disability employment programs (AA/EE) are in place.) Source: HALS 1991



Source: HALS 1991

The findings point to the desirability of public policy encouraging employers to institute positive hiring, retention and accommodation practices concerning people with disabilities and of providing employers with the technical and financial support needed for broader implementation of such practices.

1. PROGRAM ARRANGEMENTS

Targeted Wage Subsidies (an EBSM per Part II of the Unemployment Insurance Act) aims to enable and encourage employers to hire individuals who face barriers to employment by offering temporary wage subsidies[130] and to assist individuals experiencing difficulty in finding work to benefit from on-the-job work experience. Agreements may be approved for up to 78 weeks.[131]

Eligible sponsors and participants are the same as for *Job Creation Partnerships* and *Employment Assistance Services*, i.e., business organizations, individuals, public health and educational institutions, municipal governments, band/tribal councils; and provincial government departments and agencies eligible to receive funding and to act as employers or coordinators of activities. Under normal circumstances, the wage subsidy does not exceed 60 per cent of the total wages paid to the individual for the period of the agreement.

Sub-section (qq) of 20. (1) of the Income Tax Act provides for allowable business and property expense deductions for disability-related renovations or alterations to a building needed for a self-employed person with disabilities to gain or produce an income in that building, or to enable individuals more generally who have a mobility impairment to gain access to a building of a business person or to be mobile within it. Such alterations would include the following:

- hand-activated power door openers;
- interior and exterior ramps; and
- modifications to a bathroom, elevator, or doorway.[132]

Sub-section (rr) allows for the deduction of amounts paid by the taxpayer (i.e. business person) in the year for any prescribed disability-specific device or equipment. These would include:

- elevator car-position indicators (such as Braille panels and audio indicators);
- visual fire alarm indicators;
- telephone devices to help people who are hard of hearing; and
- listening devices for group meetings.

Expenses for disability-specific computer software and hardware attachments may also be deductible.[133]

Instead of deducting disability-related modifications/alterations in the year purchased, businesses can opt to claim a capital cost allowance (e.g. along with the purchase price of buildings, legal and other professional fees, and the cost of other alterations to premises). Under a capital cost allowance, disability-related modification costs are deducted over several years.

Community organizations in some cases provide employers with consulting on job accommodations that prospective employees with disabilities may need. EAPD at the provincial level may cover community organizations' costs for this purpose, as well as providing assistance to employers under government programs.

2. ISSUES

More than 60 per cent of survey respondents for the present research indicated that employers face significant or major difficulties in terms of the availability of the supports needed (Table A40). Where respondents saw change in terms of employers' ease of access to the supports, on balance, assistance with issues of disability and employment is easier to obtain now. However, health and dental plans that do not present difficulties for employers are reportedly more difficult to secure (Table A41).

Focus group respondents pointed to the lack of funding for NGOs to provide employers with the consulting services needed for effective job accommodations. Employer representatives indicated that managers typically do not understand the issues that people with disabilities face around even the most basic issues, such as the scheduling of accessible transportation and the implications this may have in terms of a person's ability to arrive at the workplace by a specified time for work, stay late at the office, and so on.

The present organization of tax data from businesses' income tax returns does not provide for separate reporting of the number of companies that have claimed exemptions for disability-related modifications, nor the cash value to the tax system in terms of foregone revenue. Accordingly, it is not at all clear to what extent businesses actually take advantage of tax deductions for disability modifications, or the extent to which they are able to take advantage given their cash flow situation. Employers may simply not know that such tax breaks are available, which are quite modest in any event and which are limited to physical modifications and purchases of specific equipment, not the wider range of accommodations that may be required (e.g., prolonged training; job coach). Employers may also be disinclined to take advantage of tax measures as the return on investment for improved physical accessibility measures may take years to materialize on the basis of a small or mid-sized company's profits. Making such investments is likely a bigger problem for smaller companies where discretionary cash is typically tight for investments in capital improvements.[134]

People from private sector companies who took part in the focus groups spoke about pre-existing conditions (e.g. disability) being denied medical coverage by insurers under employer insurance programs. They pointed out how in some industrial sectors (e.g. banking) insurance programs are self-funded by employers and are thus able to extend coverage to all employees. Public sector employers are also more able than small firms to provide coverage to all employees.

Analysis of HALS found that, where employers have instituted programs to increase the employment of people with disabilities, employees with disabilities are more likely to access income from employer-based insurance (11.2 per cent compared with 6.1 per cent where employers have not instituted such employment programs).

> *"The Independent Living Centre rehab doesn't have the public relations factor to attract bigger companies … All the required paperwork is a huge barrier for small companies—they can do small hands-on accommodation but can't designate a staff person to do this job. Small companies are not aware of tax breaks."* — A service provider

ENDNOTES:

[128] See also Human Resources Development Canada, *Promising Practices in Employability Assistance.*

[129] When HALS 1991 was conducted, nearly a quarter (23.4 per cent) of employed people with disabilities were in workplaces with programs to employ people with disabilities; 39.9 per cent were not and nearly the same share (36.6 per cent) didn't know one way or another.

[130] This benefit encourages employers to hire unemployed individuals whom they would not normally hire in the absence of a subsidy.

[131] Other criteria may apply.

[132] Canada Customs and Revenue Agency, *Business and Professional Income 2002*, T4002(E) Rev. 02 (Ottawa: Canada Customs and Revenue Agency, 2002), 20.

[133] Ibid.

[134] G. Gellatly, A. Riding, and S. Thornhill, *Growth history, knowledge intensity and capital structure in small firms* (Ottawa: Statistics Canada, 2003).

XI

Summary of Findings

This research has shown that the employment levels of people with disabilities are low and have been for years. It has explained the problem in part by pointing to general demographic factors (e.g. age, gender, education, geographic location) that have a bearing on employment, to factors that are specific to disability that also affect the likelihood of employment (e.g. nature, cause and duration of disability; the need for job accommodations) and to issues of multiple disadvantage. The economic costs of the low employment of people with disabilities are substantial as a share of GDP and as a percentage of all government transfers in this country.

The research describes legislative, policy and program tools for addressing the challenge, which include:

- a suite of intergovernmental agreements (Report to Premiers by the Provincial/Territorial Ministerial Council on Social Policy Reform and Renewal; In Unison: A Canadian Approach to Disability Issues; Social Union Framework Agreement);
- labour force integration and anti-discrimination measures (Labour Force Development Agreements and associated Employment Benefits and Support Measures; the Opportunities Fund; the Employability Assistance for Persons with Disabilities initiative and associated provincial and community programs; vocational rehabilitation; student loans and grants, other education and training-related programs and services funded and delivered by the provinces and territories; human rights and employment equity measures; selected tax measures);
- general health, social services and support measures funded under the Canada Health and Social Transfer and the Health Reform Fund and such measures provided by provinces and territories; and
- compensatory measures for people who are out of employment (Workers' Compensation; Canada and Quebec Pension Plan Disability Benefits; Employment Insurance Sickness Benefits; provincial/territorial social assistance).

The research then looked at selected components of the labour market system.

The research generally found that research participants considered these components to be important for furthering the employment prospects of people with disabilities.

The research also found the following:

Assessment, Counselling, Information, Coordination and Linkage Programs

- These services are quite important given the complexity of the present "system" of labour market support services and that people with disabilities are typically not well informed about services that are in place.
- It is not entirely clear whether people with disabilities are gaining equitable access to such services.
- Gaining practical assistance aside from counselling is reportedly difficult. The counselling and information services are only somewhat or not very responsive to the needs of people with disabilities and are not very portable.
- The issue of "creaming" was raised in the focus groups and in other evaluation research, i.e., the tendency of some organizations to work with people who are easiest to serve and who can help the programs meet their hiring and other targets.
- Owing to unpredictable funding, it is difficult for community organizations to carry out the range of formal and informal work with employers required to foster the employment of people with disabilities.
- In recent years, people with disabilities seem to be opting to seek such services from community organizations rather than from government employment centres. While the former are tenuously funded, they tend to be more responsive to the needs of people with disabilities.

Education, Training and Related Programs

Education and Training

- An education gap persists between people with and without disabilities, even among young adults.
- Some programs (e.g. literacy, computer, college and university) are reportedly easier to access than others (apprenticeship). Apprenticeship programs stand out as particularly difficult to access and as unresponsive to the needs and goals of people with disabilities.
- Barriers and disincentives for people to further their education and training include:
  - — Cost;
  - — Location (i.e. the programs are too far away);
  - — Lack of relevance to needs;
  - — Inaccessibility;
  - — Lack of transportation and child care;

  - — Restrictive eligibility (especially for people who are not eligible for Employment Insurance);
  - — Individuals with disabilities' lack of self-esteem and confidence to pursue the options that are in place;
  - — Lack of prior education and skills needed to succeed;
  - — Difficulty finding out about available programs;
  - — Delays in securing assessments;
  - — Difficulties coordinating disability supports with available training;
  - — Employment agencies that avoid people with complex needs;
  - — Short-term training that is difficult to complete by people with complex needs and who need more time than others;
  - — Intensity of programming (for people dealing with fatigue, pain and stamina issues);
  - — Longer period of time required to complete formal studies; and
  - — Disinclination of employers to hire people at full wages when they can secure people on wage subsidies for work placements.
- Other issues identified in the research concern the administrative demands of the programming (which divert efforts from direct delivery of services to people with disabilities) and the seeming lack of an overall and clear policy framework to guide agencies' efforts.

Employment Readiness Programs

- Participants generally reported such programs as important but difficult to access.

Transition Programs

- There is a gap between services available to children and to adults; people tend to "fall between the cracks" as they move from service systems responsible for children to those responsible for adults.
- Support services for young people in high school may be withdrawn before high school has been completed, and services to students in post-secondary education may not phase into place until well into the educational year.
- Transition supports for employment need to be put in place earlier in the lifespan (e.g. in junior high school).
- Such supports are typically difficult to access, tend not to be very responsive to individuals' needs and goals, and are not very portable.

Disability Supports

- There is widespread need for a range of disability supports.
- However, there is a gap between the supports needed and the supports actually received by large numbers of people.

- The research identified a range of difficulties with present arrangements, including cost, restrictive eligibility, lack of portability and lack of coordination and consistency within the "system" for provision of disability supports taken as a whole.
- Employers have only limited capacity and will to deal with issues of disability supports, and may not have adequate insurance coverage for employees' disability support needs. If the supports needed for individuals—that may be crucial to life, health and well-being—are financed in whole or in part under provincial social assistance arrangements, people will, in many cases, withdraw from employment (or will remain out of the labour force) to secure those supports.
- Net income after taxes and expenditures for disability-related supports can deter even people with prospects of reasonably high gross earnings from looking for or remaining in employment.
- Most people who were surveyed for the research indicated that people encounter difficulties and barriers accessing disability supports.
- Alternative approaches to the delivery of disability supports have been tried recently, with quite favourable results in one project and encouraging, if only preliminary, results in another.

Financial and Technical Supports for Individuals

- Technical services and self-employment support were generally reported as not very available or responsive to needs.
- Research participants expressed considerable concern and uncertainty about the likelihood of qualifying for reinstatement to income support and disability supports in the event that employment doesn't work out.
- People are likely to be taxed on funding received for tuition and for defraying disability support costs.
- Prospective debt load, and uncertainty about debt forgiveness, can deter people from seeking the loans needed for completion of their studies, resulting in further marginalization from the labour force.

General Community Employment Measures and Opportunities

- The links tend to be tenuous between people with disabilities and generic community economic development initiatives.
- Accessible community transportation is problematic for hundreds of thousands of people.

Human Rights and Anti-Discrimination Measures

- Recent court rulings have led the Canadian Human Rights Commission to adopt the position that companies' employment standards must be fundamentally designed to accommodate diversity, instead of being discriminatory at base and supplemented by accommodations to lessen discriminatory effects.
- However, a large and growing share of complaints that are coming before the

Commission are related to issues of disability and accommodation, despite the fact that people with disabilities do not seem to be keen to pursue issues of discrimination in employment through adversarial approaches.

- The Commission has instituted alternate dispute resolution processes for resolving employment-related complaints.
- The Commission has found that people with disabilities have benefited less than other designated groups from the Employment Equity Act and provisions.
- Survey respondents generally indicated that anti-discrimination measures are difficult to access or, practically speaking, unavailable.

Supports for Employers

- While financial assistance and tax breaks are available to employers, the lack of cash needed for investments in physical accommodations continues to be a problem, especially for small and mid-sized companies. Employers may be unaware of various services and tax measures that are available to them to support the employment of people with disabilities.
- There was some indication that financial assistance is becoming easier for employers to access. However, health and dental plans that do not present difficulties for employers are reportedly more difficult to secure.
- Workplaces with intentional programs to employ people with disabilities are more likely than workplaces without such programs to include people with various needs for job accommodations and are more likely to be meeting those needs. This finding suggests that public policy should lend positive assistance to employers in the process.

Governments in Canada have instituted an array of policy and program measures to deal with the low employment of people with disabilities. Taken together the policy and program framework is impressive. Despite these measures, the levels of employment remain low for people with disabilities and their general prospects of securing employment tend to range from uncertain to poor. Overall it is questionable whether substantial progress has been achieved since The Roeher Institute published *On Target?* in 1993; the Government of Canada has itself commented on the relative lack of progress in the past decade.[135]

Despite the persisting low employment of people with disabilities, there are some hopeful signs. The next chapter of this report highlights key elements of the labour market "system" identified by knowledgeable people who participated in the research, focuses on a few selected measures that play a critically important role in successfully furthering the employment of people with disabilities and presents strategies for building on those successes.

ENDNOTES:

[135] Canada, *Advancing the Inclusion of Persons with Disabilities* (Ottawa: 2002).

XII

Towards Solutions: Improving the Odds

A. ELEMENTS OF THE LABOUR MARKET SYSTEM RANKED IN TERMS OF PERCEIVED IMPORTANCE

Research participants generally gave high marks for the importance of virtually all elements of the labour market system that were covered by the survey conducted for the present research. Ideally, all such elements would be in place to further the employment of people with disabilities.

Recognizing, however, that it is difficult if not impossible to make everything a priority for public policy purposes, the survey asked participants to identify the four system elements that are most important for advancing the employment of people with disabilities and to rank these items from first to fourth in importance.

The aim of this exercise was to focus the attention of knowledgeable people on system elements that they consider to be most important, which in turn may help policy makers in their efforts to prioritize interventions.[136]

Appendix Tables A42a and A42b show the results of the ranking.[137]

In the analysis of data, we arbitrarily limited the list of prioritized items to include only the top 22 out of a possible 57 items that were ranked.

Regardless of whether participants were people with disabilities, service providers or both, there was consensus that the following ten elements are of key importance:

1. Programs/services to help identify the prior learning, skills and experiences of people with disabilities (e.g. for people with low or incomplete formal education whose general knowledge, skills and experience should be recognized as assets by employers).
2. Knowledgeable job counselling and assessment services that effectively identify and further the employment goals and needs of people with disabilities.

3. General life skills training for people with disabilities who need this (e.g. for budgeting, time management, independent living skills, punctuality and reliability, appropriate dressing and other social skills needed for ongoing employment).
4. Programs/advisors to help strengthen the self-image, self-esteem and self-presentation of people with disabilities seeking to improve their employment situation.
5. Work experience programs for people with disabilities who have had limited exposure to the labour market or who have low levels of education.
6. Coordination services to link people with disabilities and secure their access to the education and training that will further their employment goals.
7. Adult basic education and literacy upgrading programs to strengthen the reading, written communication and arithmetic skills of people with disabilities.
8. Available, affordable, accessible and convenient-to-use transportation services.
9. Assistive aids/devices for participation in post-secondary education (e.g. in career, diploma and degree programs).
10. Technical support to help employers with specific issues of disability and employment (e.g. information on job accommodations; consulting services to assist in designing and implementing job accommodations).

There was further agreement across at least two of the groups (i.e. any two of non-service providing people with disabilities, service providers with disabilities, other service providers) that the following 12 items are of key importance:

- Accessible workplaces for people with disabilities.
- Earnings supplements for people with low earnings in trial work placements.
- Coordination services to link people with disabilities and secure their access to the employment opportunities and contacts likely to result in paid work.
- Information about the employment-related programs and supports available to people with disabilities.
- Transition programs for young people seeking to move from school to work.
- Human supports for disability for participation in post-secondary education (e.g. in career, diploma and degree programs).
- Apprenticeship programs (e.g. usually a mix of classroom and workplace training leading to certification of skills in a trade, such as electrician, carpenter, plumber, machinist, etc.).
- Information about available jobs and workplaces for people with disabilities.
- Informal support (e.g. of family or friends) to pursue and remain in paid employment.
- Workplace-based job training (e.g. co-op training, internships).
- Transition programs for adults seeking to move from welfare to work.
- Ongoing health and dental coverage for a period of time while making the transition from income support to employment.

Findings are similar to those reached by Human Resources Development Canada in its review of promising practices under the EAPD.[138]

Points that each of the groups considered important that are not included in these 22 priorities are shown on Table A42b in the Appendix. A point of observation is that service providers' concerns tended to revolve around supportive measures needed for workplace-based training and for the ongoing involvement of people in the workplace. People with disabilities who are not providers of services tended to be concerned about the means necessary to get people into employment in the first place. The different priorities may reflect the differing degrees of proximity of the two groups to the workplace. Service providers in many cases have a mandate to facilitate workplace integration and must ensure that various supports are in place for this to occur. People with disabilities and those providing informal support typically have no such mandate, but still face the challenge of securing the needed information and supports so that workplace integration is a realistic option at some point in the future.

B. KEY PRIORITIES: EDUCATION, TRAINING AND ONGOING DISABILITY SUPPORTS

1. FINDING THE SUCCESSES

The ranked system elements provide general guidance for targeting interventions to improve the employment situation of people with disabilities. The "top ten" warrant particular attention, given the consensus across people with disabilities and service providers.

Unfortunately, however, we did not have access to generally available, detailed, long-term survey or administrative data that would enable us to pinpoint more exactly the numbers of people likely to be affected by interventions in a given area, nor long-term outcome data that track employment-related results for people who have used specific system elements.

For instance, annual public reports on EBSMs provide information on the percentages of participants by program and disability status, not on what happens to these people after participating in the EBSMs. Annual reports by some ministries responsible for post-secondary education provide useful information and analysis,[139] but the information and analysis tends not to be consistent from one year to the next, even in jurisdictions with quite sophisticated approaches to reporting.[140] The information, and categories for organizing it, are not consistent from jurisdiction to jurisdiction. Formative evaluations on EBSMs are sketchy about the employment results for people with disabilities. Even the need by senior levels of government for information has been difficult to meet: a recent study conducted for the Council of Ministers of Education and Human Resources Development Canada found that not enough information is being gathered to track the use and effectiveness of information, counselling and guidance services, and that more research is needed on new approaches and tools.[141]

Aside from highest education and a flag for whether people have taken work-related training, HALS and PALS provide little information on the utilization of labour market services by people with disabilities. Similarly, SLID provides limited information on labour market service utilization.

Further, one of the difficulties in targeting measures to increase the employment of people with disabilities is that there is considerable diversity in terms of employment-related needs. For instance, needs fall into at least the following areas, not to mention others as well:[142]

- Education (e.g. people's current level is below or above high school graduation);
- Work-related training (e.g. people have or have not taken it);
- Personal assistance with everyday activities (e.g. people do not need such help, are receiving all the help needed, or need more help than is presently received);
- Assistive aids/devices (e.g. people do not need aids/devices, are receiving all the aids/devices needed, or need more aids/devices than presently received); and
- Community transportation (e.g. people do or do not face local transportation difficulties).

Taking into account only needs and issues that fall into these categories, there are 72 different possibilities. For example, a person may have less than high school education, no training, unmet needs for personal assistance but no need of any aids/devices and may not be facing community transportation difficulties. This configuration represents one out of a total of 72 possible configurations.

In analysis of HALS it was found that working-age people are unevenly distributed across all of these possibilities (Table A44).[143]

To keep things manageable and focused on a few issues and needs that are well established, we looked at the 72 categories discussed above, i.e., various configurations of people according to their educational and training status, need for and use of personal assistance or aids/devices and difficulties with community transportation.

We found that the single largest subgroup of people, comprising 13.8 per cent of working-age people with disabilities, have less than high school graduation and have never taken work-related training, but *do not* need help with everyday activities or aids/devices and *do not* seem to be facing community transportation difficulties. The Relative Employment Population Ratio (REPR) for this group is 61.3 per cent, or less than two-thirds the level of employment of people without disabilities. A case could be made for focusing some policy attention, here.

The next largest group, comprising 12.3 per cent of working-age people with disabilities, consists of people with high school graduation or a higher level of education, who have *not* taken training, and again who *do not* need help with everyday activities or aids/devices and who *do not* seem to be facing transportation difficulties. For these people, the REPR is 90.5 per cent, or nearly equal to the level of employment of people without disabilities. Arguably, not much in the way of public policy attention is needed, here, other than for governments to keep up their present efforts to ensure that such people continue to have access to education and accessible transportation.

In contrast, people with less than high school education, no training and who have unmet needs in the areas of help with everyday activities, aids/devices and transportation have a very low REPR (8.5 per cent). However, the total number of people who are unemployed or not in the labour force with such needs is very low—

about 7,000 people, among whom only about 1,500 are available for work or, although not in the labour force, do not consider themselves completely prevented from working because of their disability. The practical value and likely impact of targeting primarily people with such multiple needs would be questionable.

How, then, to prioritize? Who should be at the focus of attention?

Arguably, public policy should focus on people whose employment level is quite low and where there are significant numbers of people who stand to benefit from public policy and program interventions.

Adopting these two principles, it was decided that an REPR of less than 75 per cent represents a significantly low level of employment and that, where a given group of people who are not working comprises at least 3 per cent of people with disabilities who are not working, this is a significant number of people (about 35,000 or more). This does not mean that other people should be ignored, but that major attention is warranted for at least a selected range of people who together comprise significant numbers.

Using HALS it was found that seven distinct subgroups of working-age people met both of these criteria, comprising 515,000 people or 43.3 per cent of all people with disabilities who were not working when HALS was conducted.[144]

These subgroups are indicated in the shaded cells on Table A44.

Taking these findings as a point of departure, the research then asked what the likelihood of employment would be in the event that needs for education, training, everyday help, aids/devices and transportation were adequately met.

To answer this question the research, again using HALS, identified two broad groups, each comprising several subgroups.

Group A focused on education, training and transportation and comprised the following subgroups of people who:

1. Had high school graduation or a higher level of education, and had taken training, and were not facing local transportation problems;

   or

2. Did not meet these criteria.

Group B focused on selected disability supports (help with everyday activities and aids/devices) and comprised the following subgroups of people who:

1. Had no need for help with everyday activities and did not need aids/devices;
2. Had needs for help or aids/devices, all of which were fully met;
3. Had needs for help and/or aids/devices that were not fully met.

The research then combined these subgroupings into six summary groups, as follows:

1. A1 + B1 (people who have at least high school graduation, have trained, who don't seem to face community transportation problems *and who do not need help with everyday activities or aids/devices).*
2. A1 + B2 (people who have at least high school graduation, have trained, who don't seem to face community transportation problems *and whose needs for help with everyday activities or for aids/devices are met).*

3. A1 + B3 (people who have at least high school graduation, have trained, who don't seem to face community transportation problems *but who have unmet needs for help with everyday activities or for aids/devices).*
4. A2 + B1 (people who have less than high school education, or have never trained or who face local transportation difficulties, *but do not need help with everyday activities or aids/devices).*
5. A2 + B2 (people who have less than high school education, or have never trained or who face local transportation difficulties, *but whose needs for help with everyday activities or for aids/devices are met).*
6. A2 + B3 (people who have less than high school education, or have never trained or who face local transportation difficulties, and *who have unmet needs for help with everyday activities or for aids/devices).*

The percentages of working-age people with disabilities across these groups are shown on Table 10.

Table 10. Distribution of working-age people with disabilities by summary groups

Summary Group #			Number	Per cent
Group 1	HS grad or higher, trained and transport'n okay	No need for help or aids/devices	278,000	12.1
Group 2	“	Receiving all help or aids/devices needed	150,000	6.5
Group 3	“	Need more help or aids/devices	147,000	6.4
Group 4	Low educ'n, or no training or transport'n problems	No need for help or aids/devices	725,000	31.6
Group 5	“	Receiving all help or aids/devices needed	473,000	20.6
Group 6	“	Need more help or aids/devices	524,000	22.8
Total		**2,297,000**	**100.0**	

Source: HALS 1991

It was conjectured that summary group 1 would be more likely than others to be employed as this group is relatively free of the disadvantages and encumbrances that other people with disabilities face. It was also conjectured that group 2 would fare relatively well in terms of employment as a range of needed supports are in place. It was conjectured that the other groups would fare less well.

Analysis of the data found that these conjectures were well-founded (Table 11).

Table 11. Labour force status for people with disabilities in selected summary groups, showing numbers and percentages

NUMBERS

	Employed	Unemployed	NILF - Not Prevented	NILF - Prevented	Total
Group 1	203,000	24,000	36,000	15,000	278,000
Group 2	90,000	15,000	14,000	31,000	150,000
Group 3	77,000	15,000	18,000	37,000	147,000
Group 4	394,000	65,000	124,000	101,000	683,000
Group 5	179,000	30,000	71,000	180,000	460,000
Group 6	164,000	38,000	80,000	233,000	515,000
Total	**1,106,000**	**186,000**	**342,000**	**597,000**	**2,231,000**

PERCENTAGES

	Employed	Unemployed	NILF - Not Prevented	NILF - Prevented	Total	REPR
Group 1	73.1	8.8	12.9	5.2	100.0	100.2
Group 2	60.1	9.7	9.5	20.7	100.0	82.4
Group 3	52.6	10.3	12.1	25.1	100.0	72.1
Group 4	57.7	9.5	18.1	14.8	100.0	79.1
Group 5	38.8	6.5	15.5	39.2	100.0	53.2
Group 6	31.9	7.4	15.5	45.3	100.0	43.7
Total	**49.6**	**8.3**	**15.3**	**26.7**	**100.0**	**68.0**

Source: HALS 1991

The REPR of group 1 is essentially the same as that for people without disabilities. For group 2, it is 82.4 per cent, or, in other words, quite close to the employment level of people without disabilities. A lesson to be drawn is that, where people have the personal assistance and aids/devices they need, as well as reasonably good education, training and access to transportation, their employment prospects are quite good.

Group 4's REPR is higher than group 3's, suggesting that, where people do not need personal help or aids/devices, the key considerations for their employment prospects are education, training and accessible transportation.

While the figures vary by severity of disability, the percentages employed were consistently high for group 1 and generally quite high for group 2 (Table A45).

Analysis by type of disability yielded similar results: summary groups 1 and 2 were usually more likely to be employed (Table A46). The exception was for people with hearing disabilities, where group 4 was more likely to be employed than group 2. The reasons for this are not immediately clear. The finding may simply indicate that, where people with hearing disabilities don't have needs for help or aids/devices, they have fairly good chances of employment, even if all conditions haven't been met for high school graduation, training and accessible community transportation.

The analysis also found that the employment earnings of people with disabilities who had earnings at some point in the year before HALS was conducted were consistently high for summary groups 1 through 3 and lower for groups 4 through 6 (Table A47). For group 2, the finding suggests that, where education, training, transportation, needed assistance and aids/devices are in place, people who are employed will generally be in jobs that pay about the same as the jobs of people without disabilities.

While not definitive "proof" that employment and good earnings will result where people have the education, training, transportation, personal assistance and aids/devices they need, the evidence is persuasive.

2. BUILDING ON SUCCESSES

The above analysis suggests that, at the very least, it would make sense for governments to make a priority of ensuring that needs for education, training, transportation and disability supports are addressed.[145] Services would ideally be guided by principles of responsiveness, equity and accessibility.

In fact, governments, employers, places of learning and NGOs are already contributing to the success of the 203,000 employed people with disabilities in group 1 who have managed to secure a reasonably good education, some training and community transportation. Such people may have had access to information, counselling, linkage, follow-up and other disability-related services along the way. Governments and other partners are also contributing to the successful employment of the 90,000 people in group 2 who fit the same profile as those in group 1 and who have managed to secure the disability supports needed. Again, a range of other services may also have been accessed about which present data sources are silent. Arguably, governments and other partners should look more closely at how such success are being achieved and build on that knowledge.

A challenge for governments and other partners is to bring groups 3 through 6 more fully into the employment picture by building on knowledge about successes achieved with the other groups, i.e., by figuring out how to extend broader access to good education, training and community transportation and by ensuring that disability support needs are met.

C. KEY MESSAGES FROM RESEARCH PARTICIPANTS

People who took part in the focus groups were asked to indicate the two or three things that governments, disability organizations, employers and people with disabilities can do to improve the employment situation of people with disabilities. Those messages tend to echo and reinforce discussion in sections A and B of this chapter of the research.

Key messages are as follows:

For service providers

- Ensure that the services are easily accessible.
- Provide individualized supports and training. Base the services on client needs, not on staff preferences.
- Adopt a holistic approach to clients, addressing all of their needs.
- Help people with disabilities to become self-employed where they are interested in this option.
- Simulate job interviews to help people with disabilities to prepare for real interviews.
- Keep clients informed about new programs and changes in existing programs.
- Inform the public about the labour market services that are available (e.g. for people who are not presently clients).
- Reach out to and establish linkages and partnerships with employers, then provide follow-up with people with disabilities who have been placed in jobs (e.g. at three- and six-month intervals). Conduct annual follow-up with all clients.
- Ensure that employers know they can count on service providers to offer them supports and assistance in dealing with challenges related to disability in the workplace.
- Provide advocacy and employer education as a regular service, not only on an "as asked" basis.
- Try to extend services to rural and isolated areas.
- Help raise the awareness of employment counsellors at other agencies about specific disabilities (e.g. through workshops, informal liaison) and brainstorm with them about challenges in the workplace, potential accommodations and funding options.
- Try to work collaboratively and in a more coordinated way with other disability and employment organizations.
- Have people with disabilities on staff who can understand and relate to clients with disabilities.
- Ensure that the people that the agency hires have the skills needed to do their jobs properly. Train job developers well in professional practices and accreditation. Develop and ensure adherence to quality service standards.

For individuals

- Develop positive attitudes, self-esteem and persistence.
- Develop personal motivation.
- Be flexible and adaptable.
- Do volunteer work to get experience, to build self-confidence and to demonstrate initiative.
- Develop good networking and communication skills.
- Secure support from friends and peers.
- Think creatively.

- Adopt a good work ethic, i.e., work harder than others to prove oneself.
- Ensure that one's skills and abilities are aligned with the job.
- Draw people's attention to one's strengths, not weaknesses and disabilities.

For governments

- Lead by example.
- Respect limitations arising from disability. Don't expect the unattainable, but recognize that disability does not limit people in all domains of life.
- Provide refundable tax credits (e.g. use the tax system to reduce expenses for education and employment-finding endeavours).
- Raise the earnings exemption level in income support programs so people can rise out of poverty.
- Help raise the awareness of employers on the advantages of diversity in the workplace, assist in the provision of sensitivity training on disability issues, etc.
- Create stronger incentives for employers to hire people with disabilities (e.g. by subsidizing a higher percentage of the wage and through longer-term subsidies).
- Ensure that employers have the needed financial support to invest in workplace accommodations.
- Provide resource packages with information about employment-related programs, how to access the programs and services, etc. Mandate support workers to provide all relevant information so people with disabilities don't have to search out the information on their own from sundry sources.
- Ensure that people with disabilities have equal access to all government-funded employment programs; ensure that generic counselling, training and educational programs are accessible.
- Provide longer-term funding to disability organizations working on issues of employment.
- Ensure that employment counsellors are better trained to deal with disability issues.
- Forge stronger partnerships between the education and the employment system.
- Create a forum or other mechanism that will bring together people with disabilities, employers, employment service specialists, e.g., an electronic bulletin board where any of these people can access relevant information.
- Bring together stakeholders in employment at the local level (e.g. government program officers, community employment agency personnel, employers, etc.) and conduct ongoing analyses of gaps in present arrangements. Pilot initiatives to close those gaps.
- Open up the LMDAs so that funding can be used for people who are not eligible for EI.
- Address the need for ongoing job and educational accommodations and the other supports that people need. Consider measures that will enable people to have jobs while retaining their health and other disability-related benefits.

For employers

- See people with disabilities as beneficial and valuable assets.
- Adopt measures to increase the hiring of people with disabilities.
- Learn more about the accommodation needs of people with disabilities, providing access to adaptive technology, differentiated training for new tasks and other measures to make the workplace more accessible and supportive.
- Provide sensitivity training for the rest of staff (e.g. disability awareness workshops).
- Tie equity hiring into performance appraisal. Encourage managers to develop more flexible work structures to accommodate people with disabilities and the aging population.
- Don't hire people just for subsidies. See people's abilities.
- Consider implementing mentoring, job sharing, job shadowing, internships and co-op work placements.
- Offer work from home as an option.
- Provide ample sick leave and flexibility for people to return to the same job.
- People with disabilities are often hired in lower level positions. See beyond the disability and incorporate hiring practices based on merit so qualified people can gain access to higher level jobs.
- Seek out or seek creation of government programs that will help in the accommodation of people with disabilities and in making the workplace more accessible. Consider dedicating a percentage of profits for adaptations/ accommodations in the workplace.

D. MOVING TO A NEW MODEL

This research has pointed to the importance of education and training for improving the employment prospects of people with disabilities. The discussion in Section B of this chapter also points to the importance of an approach that integrates education, training, transportation and disability supports. This section of the chapter explores how disability supports, education, training and employment could be better linked. It also deals with the problem of employment agency reluctance to become involved with people with complex employment needs, presents considerations for undoing the "silo" approach to programming for people with disabilities, presents suggestions for program financing and measures to build on success presently being achieved.

1. MORE ENABLING AND SUPPORTIVE APPROACH

If access to education, training, transportation and ongoing supports for disability are key considerations, a central problem with present arrangements is that access to disability supports is in many jurisdictions dependent on having a bona fide disability and on qualifying for income support. Funding for education, training and for making the transition to employment can also depend on meeting a financial needs test.

Figure A12 shows the contradictions inherent in present approaches. If people are found to meet the disability and income tests they may then qualify for income support and for supplementary/special needs benefits (i.e. various disability supports). Those supports may well be helpful to a person while in education, training or employment. However, if participating—or succeeding—in education, training or employment, a person is demonstrating capability, and therefore may no longer be deemed "disabled" for the purpose of eligibility for income and disability supports. In this instance, the financial and disability supports could be withdrawn, disrupting the education, training or employment.

Similarly, if employed, a person's earnings may place him/her in an income group beyond the limit that qualifies him/her for income support. Failing to qualify for income support, he/she may no longer qualify for the disability supports that enable him/her to carry out his/her job. Withdrawal of disability supports would result in disrupted employment.

Present arrangements, then, are not only counterproductive, they defy common sense and frustrate people's movement through education and training and beyond into paid employment. It is questionable whether anyone really benefits under such arrangements: people with disabilities? governments? ordinary citizens who pay taxes for social programs and who expect them to operate effectively?

Figure A13 shows an alternative approach. Here, determination of disability and of need for disability supports would be de-linked from determination of need for income support. The approach to confirming disability could be de-medicalized, allowing for a range of knowledgeable people with expertise to confirm that a disability and disability-specific needs are indeed present (e.g. for assistive devices, specialist services, attendants, etc.).[146]

It may turn out that a person needs disability supports in order to participate in education, training or employment. The system would determine those needs and would ideally allocate resources to address the needs accordingly.[147] A modest co-payment could be introduced once earnings are well above average earnings for employed people in general.[148] The co-payment would be calculated on a sliding scale and in relation to family obligations, i.e., geared to the person's ability to pay. As the funding is not for discretionary expenses, it would be entirely exempt from taxes.

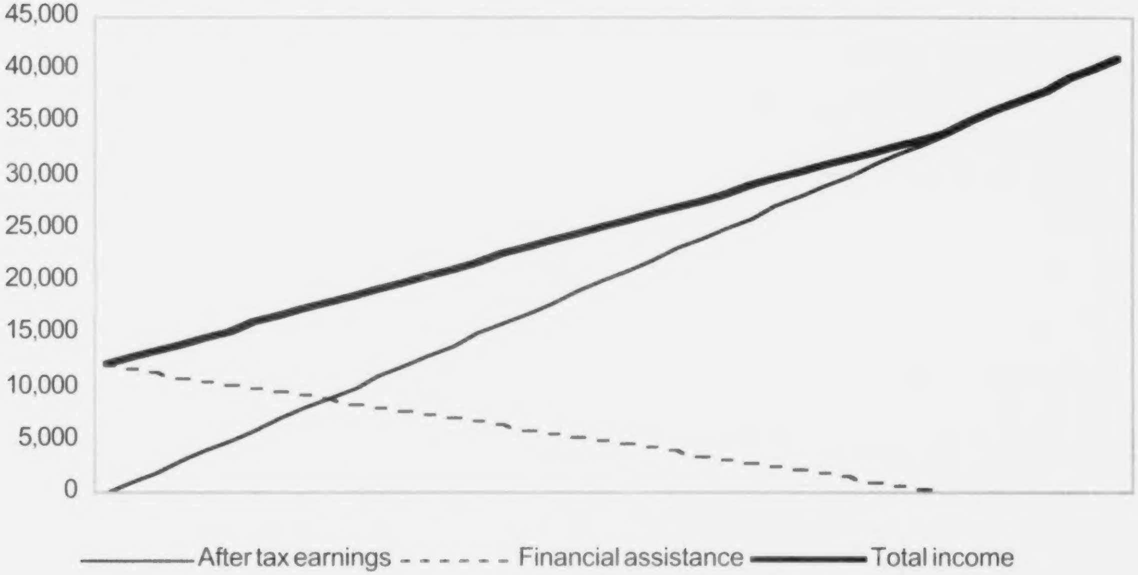
Determination of need for income support would operate on a separate, independent track.

It may turn out that people need financial assistance for food, shelter and utilities and for tuition or supplies while participating in education or training. They may then need some financial assistance while looking for employment. Such needs would be determined and met, ideally outside of the welfare system.[149] However, in view of the higher basic costs of living with a disability that are a rationale for the federal Disability Tax Credit,[150] a case can be made for instituting a basic income level that is higher for people with disabilities than for others. The general principle is already recognized in most provinces' social assistance programs. *In Unison* called for this as well.[151]

"Claw back" provisions would be structured to provide meaningful incentives for people to continue to seek increased earnings, i.e., there would not be a dollar-for-dollar claw back of any earnings above a base threshold, but a scaled approach whereby the financial assistance would gradually fade out as earnings increase (Text

Figure 6). Employer representatives related a similar approach in the private sector. In some companies, employees can draw a combination of earnings and Long Term Disability benefits. To the extent that a person is unable to carry a regular workload, earnings are decreased and LTD assistance is increased. Sometimes a person may be receiving only LTD, and at other times, both LTD and earnings, depending on the number of hours worked.

Text Figure 6. Graduated approach to mixing earnings and income support



It is difficult to see why access to income support or employment earnings should be "all or nothing" propositions. People who are able to work only part time, or who can only secure low-wage entry level employment, would ideally be able to mix earnings and public financial assistance (e.g., in the form of earnings supplements) as this contributes to self-confidence, independence and self-sufficiency.[152] In all likelihood, people's general health and well-being would fare better as well. Recent experience with the Self-Sufficiency Project bears out the notion that people who have positive financial incentives and support will generally seek to improve their earnings.[153] Recent similar experience in Newfoundland and Labrador, while not conclusive around disability, is also promising.[154]

Disability supports that are needed for the person to continue earning any level of income would continue in place, regardless of whether people are receiving financial assistance for basic necessities.

Arguably, this would be a more constructive approach than present models that leave many thousands of people with disabilities on the sidelines of education, training and employment.[155]

If these suggestions sound familiar, they should. In Unison highlighted the following some years ago:

> *"… several measures could help remove disincentives to work … Entitlement to disability supports (e.g., medications) could be retained after entry or return to the labour market. Cut-off levels for qualifying and for maximum benefits could take into account the cost of disability. Rapid reinstatement could be introduced if work efforts do not succeed. Earnings exemption rules within welfare could be revised to encourage workforce participation. Program criteria which automatically disentitle individuals to benefits, such as volunteering or taking credit courses, could be removed. Most recently, jurisdictions agreed to introduce rapid reinstatement of income support for persons with disabilities should employment efforts fail. Jurisdictions also agreed to explore taking the health costs into account when determining cut-off points for income assistance. These efforts reflect the broad recognition of the need to support persons with disabilities in the labour force as well as the need to provide adequate supports for the costs of disability."*[156]

While governments have instituted some of these measures—at least to some degree—considerable progress remains to be achieved to convince people with disabilities that they can indeed have access to education, training and employment without jeopardizing income security and without jeopardizing access to vitally important disability supports.

2. COORDINATION OF EI, EAPD AND OTHER SERVICES

The generally low participation levels of people with disabilities in EBSMs suggests that people with disabilities tend to be receiving services under the EAPD instead of under Part II of the EI Act, if they are receiving any labour market services at all. Arguably, however, this does not make much sense. Not only do people with disabilities need all the regular labour market services that other people need (e.g. counselling, linkage, information, placement services, training, etc.), but they also need a range of ongoing and follow-up supports that are specific to disability in order to participate successfully in training, education and employment. To ask of the EAPD that it finance all the regular labour market services that people with disabilities need, *plus* the labour market services that are specific to disability, is to place a disproportionate cost burden on the EAPD, resulting in either restricted numbers of people served or, if the numbers of people were to increase, inadequate service levels.

Funding for EAPD is already "stretched" compared with that for EBSMs. For example, present expenditures for EBSMs are about $1.95 billion, or about $114 per working-age person without disabilities per year. The $192 million for EAPD works out to about $105 per working-age person with disabilities,[157] even though people with disabilities are more likely to need assistance around employment and the EAPD, by default, has to deliver a broader range of services because services financed under Part II of the EI Act are not as inclusive of people with disabilities as they would ideally be.

It would make more sense to ensure that mainstream labour market services are more inclusive (e.g. by waiving the EI eligibility rule for people with disabilities, by guiding service delivery under principles of equity, responsiveness and accessibility, and by ensuring that staff have the necessary competencies) and to coordinate these services with those under the EAPD that are specific to disability (e.g. job readiness programs with a focus on learning disability or mental health issues; assistive aids/devices for places of learning and earning; job coaches, etc.)[158] This way, the funds and services under the EAPD would serve as a complement to—not an alternative to, or "shadow system"[159] of—those under Part II of the EI Act.

As well, even though EAPD and other disability support services may in some jurisdictions be delivered under the same ministry, they would typically be delivered under different programs managed by different program officials and delivered by different staff. There is no guarantee that these people are talking to one another across programs and coordinating efforts. There is even less likelihood that services are being coordinated where delivered under different ministries (e.g. health, social services, human resources, labour) and where delivered under different jurisdictions (e.g. labour market services under federal or federal-provincial management; disability supports under provincially-managed programs). Ideally, coordination mechanisms would be in place at the provincial and federal-provincial/territorial levels to ensure that labour market services and disability support services are operating in a complementary fashion rather than at cross-purposes.

3. MORE REASONABLE APPROACH TO ACCOUNTABILITY MEASURES AND TO REPORTING ON RESULTS

Both EAPD and EBSM results indicators look for the numbers of people participating in those employment programs, and, as a result of program interventions, the numbers of people employed and the savings to the EI account or to other income support programs.[160]

On the face of it, such indicators seem reasonable enough. However, they do create incentives for organizations to focus their efforts on clients who are most likely to allow for reporting of good results, namely, people whose level of disability is slight, who have good chances of securing employment in the short term and who do not require lengthy, involved efforts by program staff.

In the interests of equity and accessibility, significant attention needs to be placed on people with more complex needs and lower employment prospects; organizations need positive incentives to adopt such a focus.

To that end, a weighting scheme could be devised that would allow for the differential reporting of numbers of clients served and placements in jobs, training and other situations. Such a weighting scheme would reflect the level of effort needed by employment agencies in the client counselling, placement and retention/follow-up process.

The weighting scheme could be designed to be quite sensitive to individual factors that are associated with employment difficulties/barriers. Such a scheme would take into account factors such as gender, visible minority status, age, low education status, degree and nature of disability, extent of unmet need for personal help with everyday activities and aids/devices, whether clients are having local difficulties due to lack of accessible transportation, whether job accommodations are needed and the extent of post-placement follow-up and support that is required.

Scales/indices could assign differential weights to people whose profile scores fall within selected ranges.[161] For example:

- a middle-aged male who is not a person of colour, who has a high school education or higher level of education, who has taken employment training, who has a mild level of disability, whose disability is only in the area of hearing, who has no need of help with everyday activities, no need of aids/devices, no apparent problems with accessible community transportation, no job accommodation requirements and who requires little if any post-placement follow-up support could be assigned a score of 1.

- an older woman who is a person of colour, with less than high school education, no employment-related training, with a significant level of disability and who has multiple disabilities, who has unmet needs for help with everyday activities and for aids/devices, who faces transportation difficulties, who has several job accommodation requirements and who will require significant post-placement follow-up and support could be assigned a score of 3.

These scores would then serve as multipliers for administrative reporting purposes. Clients with a score of 1 would count as one person served and, if placed in employment, education or some other situation, one person placed. A person with a score of 3 would count as the equivalent of three people served and three people placed owing to the more extensive level of effort required on the part of the employment agency.

A preliminary weighting scheme was developed based on HALS and yielded meaningful results, with very high levels of employment among people with few employment barriers and very low levels of employment among people facing numerous barriers.[162]

A common software program for organizing data likely to be gathered in any event during the client intake process could be used across agencies and designed to automatically calculate scales or index scores, which would then be applied to reports on hiring, training placement and other outcomes for such clients.

While any reporting based on such scores would be in addition to (i.e. not in replacement of) the raw, unweighted values, reporting based on weighted values would ideally be accorded legitimacy and status somewhere in the reporting regime.

Arguably, some such approach is necessary to ensure that organizations are rewarded instead of penalized for working with clients who are more difficult to serve. Some such scheme is also needed to ensure that organizations are accorded recognition—and funding—for the additional efforts that they are making to secure and maintain the job, training and other placements of people with complex needs and relatively low employment prospects.

Not only would some such scheme be fair, it would make economic sense. The discussion in sub-section B of this chapter shows that people with a good education and access to training, and with no apparent need of aids/devices or help with everyday activities and who are facing no local transportation problems (i.e. people in summary group 1) are likely to be employed in any event. Such people are overwhelmingly people with a mild level of disability (84.2 per cent) and are not very likely to be receiving public income support through the Canada or Quebec Pension Plans, Workers' Compensation, EI Sickness or provincial/territorial social assistance (Table 12). Rewarding organizations for focusing their efforts on such people may be attractive if the "optics" of numbers hired or placed is what matters. However, such an approach is not very efficient, economically speaking, nor compelling in social equity terms.

Table 12. Percentages of working-age people with disabilities in summary groups receiving public income support from C/QPP, Workers' Compensation, EI Sickness or provincial/territorial social assistance

Summary Groups	Receiving selected public income support
Group 1	10.4
Group 2	22.0
Group 3	30.5
Group 4	14.0
Group 5	38.3
Group 6	41.2
Total	**26.4**

Source: HALS 1991

If instead increased employment and savings to various public income support programs are the substantive goals, then programs and agencies should be encouraged and rewarded for focusing their efforts on people with difficulty finding employment and likely to be relying on public income support, namely people in summary groups 2 through 6, particularly groups 2 and 3 and 5 and 6, although group 4 needs attention as well.

Again, people in these groups are those who:

- may have reasonably good education and training and who may not be facing local transportation problems, *but who do* need some level of assistance with everyday activities or assistive aids/devices, whether met or unmet (groups 2 and 3);
- have key needs that involve various permutations of less than high school graduation, lack of training and difficulties with local transportation (group 4); and
- have the same kinds of needs as people in group 4 and *who also have* various needs (met and unmet) for help with everyday activities and/or for aids/devices (groups 5 and 6).

To continue present approaches to accountability would be to continue motivating employment agencies to work primarily with individuals who are "easiest to serve". While organizations may continue meeting standard performance indicators under such arrangements, they will lack clear motivation to take adequate stock of the range of issues and diversity of needs that must be addressed to significantly improve the employment situation of people with disabilities.

4. FINANCING

It is very likely that increased investments in the education and training of people with disabilities would "pay off" in the long term. The Roeher Institute recently estimated that, for every public dollar invested in training people with disabilities, governments can expect to lever an additional $10.59 in increased earnings.

Governments will recoup $1.80 through the income taxes on individuals, to say nothing of taxes levied on the goods and services purchased through people's increased spending power.[163] In other words, such investments would likely be better than self-financing in the long term.

Concerning disability supports, The Roeher Institute is presently working on a paper on financing options. Essentially, however, the approach would be similar to the dedicated investment foundations established in recent years by the federal government. Earnings on the investment, together with a sustainable portion of the principle, would comprise the amount available for transfer to provinces and territories to increase their capacity to provide disability supports.[164] Delivery would occur directly under government auspices and at arm's length from governments through community organizations financed by the provinces and territories for this purpose.

Regardless of financing mechanisms for disability supports, it would likely cost governments as much to provide supports (e.g., attendants, wheelchairs, medications, etc.) to people who are forced by circumstances to rely solely on public income assistance as it would to provide supports to encourage and enable their participation in education, training and employment. It is difficult to understand why the latter course would not be made more attainable for people with disabilities. Along with governments and taxpayers, they stand to benefit in the end.

Actuarial Services/Insurance at HRDC recently projected that the accumulated surplus in the EI account (after covering regular, maternity, sickness and other benefits, including EBSMs) will be about $45.4 billion by March 2004 and $47 billion by March 2005.[165] However, people with disabilities do not have equal access to EI benefits and services and present labour market arrangements contribute to the marginalization of many people with disabilities from education, training and employment. In a sense, thousands of people with disabilities are being denied the privilege of paying into the EI account and therefore are not permitted to benefit from the services that are available to people who are EI-eligible. Conversely, those who are paying into the EI account are contributing to labour market arrangements—even if unintentionally—that leave disproportionate numbers of people with disabilities unemployed or completely outside the labour force.

One half of 1 per cent of the EI surplus would amount to more than the total funds presently available to the provinces under the EAPD. That 0.5 per cent could significantly help improve the fiscal capacity of the provinces to provide quality labour market services to people with disabilities through EI Part II programs and the EAPD: the EAPD might be extended to the northern territories; equity, accessibility and responsiveness of services for people with disabilities in mainstream employment programs could be better assured. Ideally, such funding would be available on a stable, predictable basis.

Understanding, however, that the Government of Canada may move towards achieving an EI fund balance that breaks even rather than generating a surplus, 0.5 per cent of the present surplus could be used as an "up front" contribution to an investment fund over several years running. Earnings on the fund could be used to supplement financing of EI Part II programs and the EAPD to help ensure better availability and responsiveness to people with disabilities.

5. "NEW OPPORTUNITY ZONES" FOR ADVANCING, MEASURING AND SHARING KNOWLEDGE ABOUT SUCCESSES

There is a risk in suggesting that another pilot project may be in order. Pilot projects can remain just that—isolated endeavours that may have little if any direct influence on public policy.

However, a fairly complex "puzzle" needs to be assembled to create a coherent disability-employment picture—a picture that would ideally bring into focus the diversity of needs in the disability community, the challenges faced by governments, community organizations and employers. Such a picture would include potential solutions. Accordingly, perhaps several linked, community-wide creative enterprises need to be undertaken in various parts of the country, with rigorous evaluation components, to put into concerted motion some of the ideas put forward in this chapter.

Five-year windows could be created for "New Opportunity Zones".

The aim of these zones would be to increase the employment prospects of people with disabilities.

Knowledge gained from these zones would be widely disseminated.

Knowledge would be broadly based, e.g., grounded in selected communities in the western provinces, Ontario, Quebec, Atlantic Canada and the north; involving people with a diversity of disabilities, although not necessarily the same disability profiles in each zone.

Such initiatives would be locally grounded, i.e., they would operate on a concrete, finite and practical level involving key stakeholders in employment and disability. Stakeholders would include local employers, disability organizations and other community organizations familiar with the issues and with a track record of endeavouring to make progress. Funding would be made available to encourage people and organizations already achieving successes to continue doing more of the same, not merely to assist people and organizations to become superficially familiar with these issues and challenges.

Municipal governments would be involved because they tend to have responsibility for community transportation and may also be involved in the delivery of social assistance and social and health services that can constitute key disability supports.

Provincial governments would be involved because they would likely need to create flexibility in policy (e.g. eligibility for social assistance and disability supports) that would create incentives and support for people with disabilities. Provincial policy flexibility may also be necessary to enable local-level players to work effectively together. Ideally, in selected New Opportunity Zones, provincial governments (e.g. through branch offices) would already be creating such flexibility and would have good working links with other community partners.

The federal government would be involved as key funder as this is the level of government with the constitutional responsibility for the country's effective economic functioning. Ideally, federal officials would already have good working links with provincial officials and other community partners working at the zone level.

EAPD services in participating zones would be more amply funded to do more in-depth work with clients and to reach a wider base of clients. EBSMs would be funded to develop staff expertise on issues of disability and to take the time necessary to meet clients' needs.

EI eligibility rules would be waived in selected zones to enable people who presently do not qualify for EBSMs to take part in those services.

In selected zones, personnel from community organizations who are knowledgeable about issues of disability and employment would be seconded to generic employment agencies (EBSMs) that have traditionally focused on EI-eligible clients. Generic employment agency staff would be seconded to organizations in the disability sector working on issues of disability. People knowledgeable about issues of disability and employment, whether from generic employment agencies, specialized agencies or from workplaces (e.g. diversity managers, human resources leaders) would be financially supported to engage in outreach to other stakeholders to assist them in developing their expertise on issues of disability and employment. The idea, here, is to generate knowledge transfer between service organizations (generic and specialized) and private sector firms to build the respective capacity of each, and the capacity of organizations more broadly, to deal more effectively with issues of disability and diversity in employment.

People knowledgeable about issues of disability and employment would come together at least once a year to develop a zone-wide "diagnostic" of the present state of service availability, service capacity and stakeholder preparedness to assist people with disabilities through educational upgrading, training, formal career and other programs and beyond into employment. Such people would develop plans to engage other stakeholders in narrowing the gap between measures needed and those in place, to further skills development and employment access and retention.

Program funds from the federal government would flow to zone-level boards consisting of representatives from respective provincial and municipal governments, as well as employer representatives (e.g. from a local chamber of commerce), representatives from disability organizations and other community organizations that need to be involved (e.g. health-related organizations that provide home care and rehabilitation services).

In part, successes of these New Opportunity Zones would be measured by the new hires of people with disabilities and the numbers of people newly established in self-employment. Weighted client figures would be used to show successes in relation to the level of difficulty in addressing clients' employment-related needs. Employability enhancement would also "count", i.e., numbers of people successfully ushered through counselling, training and education and who are poised and ready for employment.[166] Reductions in public income support as a result of mixing public funding and employment earnings would be taken as success indicators as well. Reductions in recourse to health and similar services (e.g. emergency services, behavioural interventions, mental health services, etc.) would be taken as indirect but important success indicators as these involve real costs to taxpayers and governments.

Detailing the specifics of such initiatives is beyond the scope of the present research. However, consideration of those specifics is probably worth in-depth discussion by various orders of government, employers, disability and other community organizations.

If canvassed, provincial and municipal governments, employers and disability organizations would likely be able to point to enough promising community-level initiatives for the federal government to begin "zeroing-in" on a few selected communities.

To garner broadly based stakeholder support for these initiatives, final decisions as to communities to include would likely need to be validated by provincial and municipal governments, employers and disability organizations familiar with those communities' efforts.

ENDNOTES:

[136] In data processing, any given item that a respondent felt was most important was assigned a value of four. The next most important was assigned a value of three and so on until the fourth most important item was assigned a value of one. Values were then added for all of the ranked items for all survey respondents and ordered from highest to lowest priority.

[137] The left-hand column represents the ordering of system elements by people with disabilities (and one person who was providing support to a friend with disabilities). None of these people was a provider of services to people with disabilities. The middle column shows the ordering of system elements by people with disabilities who provide services to others with disabilities. The right-hand column represents the ranking by people without disabilities who provide services to people with disabilities.

[138] See Human Resources Development Canada, *Promising Practices in Employability Assistance*.

[139] See, for example, British Columbia. Ministry of Advanced Education, Training and Technology, *Ministry of Advanced Education, Training and Technology Annual Report 1998/99* (1999).

[140] Compare British Columbia. Ministry of Advanced Education, Training and Technology, *Ministry of Advanced Education, Training and Technology Annual Report 1997/98* (1998) with the report for 1998/99.

[141] Government of Canada and Council of Ministers of Education, Canada, *Canada's Response to the OECD International Comparative Review of Policies on Information, Guidance, and Counselling Services* (Ottawa: Authors, July 2003).

[142] e.g., for on-the-job accommodations, responsive counselling and referral services.

[143] If we were to increase the range of issues that conceivably call for a public policy response, the categories of need that may call for a policy response would increase, while the number of people would decrease per category. So the picture would become increasingly complex.

[144] These people also comprise 41 per cent of all people with disabilities who were either looking for work or, although out of the labour force, did not consider themselves completely prevented from working because of disability.

[145] Various modalities might be used, including public programs that directly deliver the needed services, transfers to non-government organizations (for-profit and not-for-profit) for this purpose, incentives and payments to informal providers of support (e.g., tax measures, direct transfers to family members), or a combination of such approaches. Detailing the relative strengths and limitations of each modality is beyond the scope of the present research. There is no single literature that deals with such issues, but rather several, separate literatures that deal with issues such as individualized funding, conditional versus unconditional transfers, contracting out and so on.

[146] For example, students with disabilities can, for tax purposes, claim a full-time education amount if they have been certified on Tax Form 2202 by a medical doctor, optometrist,

speech-language pathologist, audiologist, occupational therapist or psychologist that they have an impairment and cannot reasonably be expected to be enrolled as a full-time student in a qualifying educational program.

[147] Employer representatives indicated their preference for a national Pharmacare and accessibility program for public coverage of medications, attendant and other services. They suggested that such a model would reduce risks for employers and employees, enabling employers and employees to come together in a more harmonious way.

[148] General costs of living with a disability tend to be higher than for other people. Department of Finance, Budget Speech (1944) and Department of Finance (1992) in D. Duff, "Disability and the Income Tax," *McGill Law Journal* 45 (2000): 797.

[149] e.g., under programs that provide training allowances, education loans and grants and through the tax system. Social assistance and other disability income programs tend to be governed by a "disability means unemployability" mentality. People with disabilities who are working often resent having to continue dealing with these programs.

[150] Department of Finance in Duff, "Disability and the Income Tax," 797.

[151] See *In Unison*, available at http://socialunion.gc.ca/pwd/unison/blocks_e.html.

[152] See Human Resources Development Canada, *Promising Practices in Employability Assistance*, Section 4.5.

[153] C. Michalopoulos, D. Tattrie, C. Miller, P. K. Robins, P. Morris, D. Gyarmati, C. Redcross, K. Foley, and R. Ford, *Making Work Pay: Final Report on the Self-Sufficiency Project for Long-Term Welfare Recipients* (Ottawa: Social Research and Demonstration Corporation, July 2002).

[154] Don Gallant and Associates, *Summative Evaluation of the Single Parent Employment Support Program (SESP) Final Report* (St. John's: Department of Human Resources and Employment, June 2002).

[155] The summative evaluation of the Opportunities Fund found that compatibility of income and disability support programs was an important consideration. See Human Resources Development Canada, *Summative Evaluation of the Opportunities Fund.*

[156] From *In Unison*, available at http://socialunion.gc.ca/pwd/unison/blocks_e.html.

[157] $1,950,000,000 for EBSMs ÷ 17,135,540 working-age people without disabilities = $114 per person. The calculation assumes that EBSMs tend to target people without disabilities. $192,000,000 for EAPD ÷ 1,832,250 working-age people with disabilities = $105 per person. For population figures see Human Resources Development Canada, *Disability in Canada – A 2001 Profile* (Gatineau: HRDC, 2003), Table C.7. For EBSM expenditures see http://www.tbs-sct.gc.ca/est-pre/20032004/HRDC-DRHC/HRDC DRHCr3401_e.asp#partII. For EAPD expenditure estimate see http://www.tbs-sct.gc.ca/est-pre/20032004/HRDC-DRHC/HRDC-DRHCr3401_e.asp - fact6.

[158] The summative evaluation of the Opportunities Fund found that harmonization of initiatives to address employment for persons with disabilities and leveraging of EI Part II funds under the new LMDAs were important considerations. See Human Resources Development Canada, *Summative Evaluation of the Opportunities Fund.*

[159] This is how we characterized the specialized labour market service system for people with disabilities in The Roeher Institute, *On Target: Canada's Employment-Related Programs for Persons with Disabilities* (revised) (North York: Author, 1993).

[160] Ministers Responsible for Social Services, *Multilateral Framework on Employability Assistance for People with Disabilities* (September 23, 1997). Available at http://socialunion.gc.ca/pwd/multi_e.html#account and Human Resources Development Canada, *2003-2004 Estimates Part III – Report on Plans and Priorities* (Ottawa: Minister of Public Works and Government Services, 2003), 33. See also, *Opportunities Fund for Persons with Disabilities – Terms And Conditions For Contributions*, available at http://www18.hrdc-drhc.gc.ca/programs/termsandconditions/of.asp.

[161] To ensure validity, such scales/indices would ideally be tested against profiles of people actually served by organizations providing labour market services.

[162] It used variables that were developed to show the relationship between employment and age, gender, main disability/multiple disability, the number of job accommodations needed (from 0 to 4 or more), degree of disability (mild, moderate, severe), summary group status (i.e. groups 1 through 6 discussed earlier in this chapter) and, in the absence of a visible minority flag, the official language(s) spoken (only English, only French, both English and French, neither, not stated).

For groups in each of the variables (e.g. for people in the 15 to 34 age group) the percentages employed were found (e.g. 54.1 per cent for this age group). Those figures were then expressed as the denominator in a quotient using 72.9 per cent as the numerator (i.e. the employment level for people without disabilities when HALS was conducted). The product of these figures is the inverse of the REPR (e.g. 72.9 ÷ 54.1 = 1.35 for the 15 to 34 age group).

These figures were then added across all the variables for a minimum "employment scale" score of 8.41 and a maximum score of 21.28. Among people with the lowest score (i.e. fewest employment barriers), all were employed. Among people with the highest score (i.e. most employment barriers), none were employed.

Another variable was constructed that divides working-age people with disabilities into three groups with roughly the same number of people in each. Employment scale scores for each group were >= 8.41 and < 10.26; >10.26 and <12.21; >12.20. Employment levels were then found for each of the groups. The first group had an REPR essentially the same as people without disabilities (99.7 per cent). The second group had an REPR of 69.4 and the third group had an REPR of 29.5, suggesting that groups 2 and 3 would require proportionately more effort on the part of employment agencies than people in group 1.

[163] The Roeher Institute, *Improving the Employment Prospects of People with Disabilities: A Rationale and Priorities for Enhanced Investments and Actions* (Toronto: Author, August 2002).

[164] A key difference, however, is that the funds would *actually be spent* to augment provincial/territorial revenues for the delivery of disability supports. The Auditor General recently found that most money transferred to the foundations was still in the foundations, i.e., had not been spent for the intended social policy goals. See Auditor General of Canada, *Supplementary Information Observations of the Auditor General on the Financial Statements of the Government of Canada for the Year Ended March 31, 2002* (December 2002). Available at http://www.oag-bvg.gc.ca/domino/other.nsf/html/99pac_e.html/$file/agobs01e.pdf.

[165] Actuarial Services/Insurance, HRDC, *Outlook for the EI Account in 2004* (Ottawa: Author, October 2003). Available at http://www.hrdc-drhc.gc.ca/ae-ei/loi-law/pr2004.pdf.

[166] Local economies may not be able to fully take up the new supply of qualified labour, which should not be held against people with disabilities or the organizations that have done their best to gear up for employment.

XII

Conclusion

This research has explained the low employment of people with disabilities in part by pointing to a range of demographic and disability-specific factors that are not within the immediate control of governments, public policy or programs. However, the research explores a diversity of legislative, policy, program and service measures that do fall within the purview of governments and that also have a bearing on people's employment status. Many elements of this labour market "system" interact with one another; all need to be taken into account in efforts to frame a comprehensive response to the labour market challenges faced by people with disabilities.

Present data sources are quite limited in terms of what they can tell us about the employment situation of people with disabilities, the employment programs and services that people are using, and so on. Ideally, we would have more regular access to timely, comprehensive data on these issues.

The research identifies some—indeed many—key difficulties that people with disabilities are facing in the present system, points to the aspirations and recommendations of people with disabilities, as well as to conditions that support employment successes being achieved. We make the point that governments would do well to continue furthering the employment of people with disabilities by ensuring that they can gain a good education, access to quality training and access to community transportation. The challenge is not so much to do things differently for the many thousands of people with disabilities who are not working, but to bring them "into the fold", extending to them the essential services and opportunities to which relatively few people have unencumbered access.

Specific suggestions have been made to assist in the prioritization of efforts. These tend to revolve around the "bedrock" services of education, training, transportation and disability supports. However, prioritized efforts are also needed around the associated programs and services that people need in order to access the bedrock services and to bridge into and remain in employment, or at the very least, to move into and out of employment as health and disability warrant with as few additional difficulties as possible.

In response to an underlying structural problem that gives rise to many further difficulties for people with disabilities, we have pointed to the advisability of governments de-linking access to disability support from access to income support and managing the delivery of income security and disability supports on completely separate tracks. The research also points to the desirability of measures that would allow—no, encourage and positively support—people with disabilities to mix earnings and public income assistance (e.g. earnings supplements) in the interests of increasing their self-confidence, independence, self-sufficiency and general health and well-being.

The research points in an obvious direction, namely, that coordination of efforts among programs and services within government departments, between government departments and between orders of government is necessary to ensure that the labour market system is operating in a coherent way and not at cross-purposes. But this is easier said than done in a highly decentralized federation such as Canada.

Further, we point to the desirability of programs and services funded under the EAPD and under the EI fund complementing one another instead of functioning as alternatives to one another. The latter is presently the case in large measure, leaving people with disabilities going in one direction towards labour market services for "the disabled" while most everyone else goes in another direction. It is difficult to see how the underlying vision of *In Unison* is to be achieved—participation of people with disabilities as full citizens in all aspects of Canadian society—while this state of affairs prevails.

We have suggested some financing options for a more responsive, equitable and accessible labour market system for people with disabilities. The research makes the point that investments in training are likely to be self-financing in the long run: for every dollar invested in training, governments stand to lever more than $10 in increased earnings for the consumer economy and are likely to more than recoup their investment through taxation on individuals' earnings and on goods and services that individuals will be in a better position to purchase. Other financing options would involve putting in place a new investment mechanism for disability supports and dedicating a share of the EI account for the expansion and improvement of generic and specialized services to people with disabilities who are presently denied the privilege of paying into that account.

If such recommendations have focused on increasing the supply of available, knowledgeable, skilled and adequately supported people with disabilities who can take their place alongside other employees, we also point to the successes that workplaces with intentional efforts to employ people with disabilities are achieving by including, and by meeting the needs of, people with various job accommodation requirements. The research underscores the importance of public policy and programs providing further encouragement and concrete assistance to employers, so employers will continue and expand their positive efforts.

We also suggest that multi-site, locally grounded projects in selected communities, involving all orders of government and other stakeholders (employers, disability organizations, other organizations) should be considered. These New Opportunity Zones would be grounded in employment practices and stakeholders that are presently working well, and would seek to "raise the bar", detailing even more effective practices.

We have been under no illusion about the likelihood of quickly turning around the low employment of people with disabilities. The present situation has taken generations to create and will likely take generations to correct. Even then it is questionable whether "full employment", or something reasonably close to it, will be achieved for people with disabilities. This is because, in any given year, many people will become newly disabled through injury or illness and will need time for recovery and rehabilitation, for adapting to their new situation and for reintegrating into employment—if not into their old job, into one that is suitable. For many people with disabilities who have been sidelined for years from employment, there are serious issues of depleted self-confidence and psychological harm arising from social rejection and stigma that will take time, empathic support, trial, error and effort to overcome. Others will feel that a part-time job, or occasional paid work, is all they can realistically manage given the fatigue, pain and other issues with which they are dealing.

And then there are the bureaucracies and systems that have evolved over the years. These can take many years to significantly reform. They have visited a deep chill upon people considering the possibility of trading away their hard won if modest security in exchange for a job that may not "pan out" in the end. Despite claims of "rapid reinstatement" and similar assurances, the people with disabilities we talked to were sceptical; they have seen quite the opposite happen in practice, and fear that quite the opposite will happen to them if they take the gamble of looking for employment.

Here, people need not only to be encouraged to take the risk, they need to be given clear guarantees that they will be immediately reinstated to their previous security (income and disability supports) if things don't work out. For many, the risks are ones of life, death, basic health and well-being; the stakes are high and gambling is not an option.

So, moving to a new system—moving *In Unison* into action on the employment front and improving the odds that are presently stacked against many thousands of people—is partly about building trust and confidence among people with disabilities who have reason to be sceptical, even fearful. Yet, these are the same people who have the potential to significantly contribute through employment to their own economic well-being, to that of their families, their communities and to society more broadly.

Building such trust—and tapping the untapped potential—will take clearly demonstrated efforts and clear signals by policy makers and by the people responsible for operating our present systems that they intend nothing less than devising new models that will work for rather than against people. Then, it will require devising systems that actually do work for rather than against people.

If arrangements that are in place and yielding good results seem to pertain only to a minority of people, it will be important that all partners—governments, voluntary organizations, employers and individuals—engage in concerted action for wider implementation. People with disabilities will need to be integrally involved in policy development, program design, monitoring and evaluation as they have particular insight into how even the best of intentions can go awry when translated into public policy and program terms. But then again, the need for broadly based involvement and concerted efforts by all stakeholders is nothing new; it, too, is a key dimension of the *In Unison* vision.[167]

It is perhaps worth recalling the words of a recent Government of Canada publication on the importance of improving the employment situation of people with disabilities:

> *"By the year 2020, Canada may have a shortage of nearly one million workers. The country must take measures now to make sure all working-age adults have the right skills and opportunities to participate fully in the economy and in society.*
>
> *Skills development and learning are one among the government's highest priorities for Canadians, especially for persons with disabilities and Aboriginal people. Research shows that persons with disabilities still encounter a number of barriers to full participation in learning and work. Women with disabilities and Aboriginal persons with disabilities face even greater challenges than others."*[168]

By building on successes and moving aggressively to improve the employment odds for people with disabilities, Canada has the potential to rein in the social and economic costs of labour force exclusion, demonstrating economic good sense in the process while maintaining its position as a global leader on disability, human rights, social inclusion and respect for diversity.

ENDNOTES:

[167] "... jurisdictions agree that it is important to continue the dialogue with the disability community. To complement the ongoing intersectoral discussions, governments will engage the disability community in this agenda ... a collective approach is required in which federal, provincial and territorial governments work together to engage Canadians and in which all sectors work in partnership to achieve a common approach to reform." From *In Unison*, available at http://socialunion.gc.ca/pwd/unison/next_e.html.

[168] Canada, *Advancing the Inclusion of Persons with Disabilities* (Ottawa: 2002), 31.

Appendices

APPENDIX 1

Notes on Methodology

GENERAL APPROACH

This research drew from 97 respondents to an in-depth survey that was designed and administered for the project.

Lines of questioning pursued in the survey revolved around elements of the labour market system, shown in Appendix 3. The survey explored:

- The level of importance that respondents attached to the programs and supports.
- Respondents' ranking of the top four most important programs and supports.
- Ease in gaining access to/obtaining the programs and supports at the time the survey was conducted.
- The responsiveness of those programs and supports to individuals' needs, interests, circumstances and goals.
- The geographic portability of the supports that are available.
- Ease in gaining access to programs and supports now compared with a few years ago.
- Future directions for making the system more effective in furthering the employment of people with disabilities.

Surveys were completed from the winter through the summer of 2002 by:

- 35 people with disabilities who were not service providers;
- 35 people with disabilities who were service providers;
- one family member who was providing support to a person with disabilities; and
- 24 people without disabilities who were providing employment-related services to people with disabilities.

Some 57 per cent of survey respondents were women and 34 per cent were men. Their average ages were 41 and 43, respectively, and 42 years of age over all.

The kinds of occupations of survey respondents are shown on Table A.

Methodology Table A. Occupations of survey respondents*

Administrator
Communication specialist
Career development, Volunteer coordinator
Carpenter
Clerical worker
Community worker
Company manager
Computer programmer (F/T) and Teacher of programming (P/T)
Consultant for accessibility (2)
Director
Director of human resources
Director of client services
Educator
Employment counsellor
Executive director
Filing clerk/Peer support
Food processor
Fundraiser
Government employee
Home care attendant
Machinist
Office worker
Part-time receptionist
Peer support worker (2)
Policy advisor — Ecosystem project officer
Project coordinator (2)
Rehabilitation counsellor (4)
Respite babysitter
Secretary
Student
System analyst
Volunteer program coordinator
Volunteer (2)
Kitchen worker at employment training centre and in a coffee den
Workshop facilitator

* Not all focus group participants who were employed or who were volunteering completed the survey

The research also drew from focus groups that involved 77 people with disabilities and 40 providers of employment-related services to people with disabilities (117 people in total). Focus groups were conducted in Vancouver, Calgary, Winnipeg, Toronto, Montreal and Halifax:

Methodology Table B. Numbers of focus group participants per site

	Service Providers	Individuals with disabilities
Halifax	9	10
Calgary	6	11
Winnipeg	6	25
Toronto	4	5
Vancouver	8	22
Montreal	7	4
Total	**40**	**77**
Average	**7**	**13**

In several cases, service providers who took part in the focus groups themselves had disabilities.

Focus groups explored the following issues:

- Extent to which people with disabilities have the skills to successfully compete effectively for jobs.
- Kinds of training provided or accessed.
- Use of government funding and/or training programs to provide training and job readiness of people with disabilities, for your workplace.
- Whether people with disabilities with the required skills pursue jobs for which they are qualified.
- Whether employers approach providers to hire people with disabilities.
- Barriers to successful recruitment of people with disabilities in the workplace.
- Health, social benefits/disability pension, or attendant care issues that have precluded people with disabilities from entering the workplace, or that have caused serious deliberation before accepting an offer of employment.
- Barriers to successful job retention of people with disabilities.
- "Wish list" of three to five things that would enable people to get and retain jobs.
- Factors that account for greatest successes in enabling people with disabilities to find and keep work.

We also consulted with a few (six) employer representatives with a stake in issues of disability and employment. These were people with senior responsibilities for human resources and employment equity in the corporate sector. These people are knowledgeable about issues of employment and disability in the corporate sector more generally than within their respective industries.

For broader context information, the research drew from large population surveys from Statistics Canada, in particular:

- The Health and Activity Limitation Survey (HALS) of 1991;
- The National Population Health Survey (NPHS) of 1996-97;
- The Survey of Labour and Income Dynamics (SLID) Cross Sectional Person (CSP), Cross Sectional Job file and Longitudinal files for 1994;[1] and
- The Participation and Activity Limitation Survey (PALS).

The research also drew from published reports, evaluation studies, scholarly and other documents, which are referenced in the footnotes and indicated in the Selected References.

LIMITATIONS OF THE RESEARCH

The focus of the research is on the public policy and program environment, i.e., on policies and services external to the workplace that interact with people with disabilities, community organizations, employers/workplaces and that help set general conditions for increasing or decreasing the likelihood of employment.

The research is fairly comprehensive in "sweep", showing a diversity of policy and program elements that are in place and that interact with one another. The research flags key issues that people with disabilities and others are encountering with the present employment "system" taken as a whole.

The research does not, however, provide a systematic evaluation of *all* employment-related programs. Such an undertaking would be vast and would require comprehensive and in-depth analysis using a common approach to data gathering and analysis across all federal and provincial/territorial programs. Even governments, with all the resources they have at their disposal, haven't risen to that challenge.

Further, many separate interventions, strategies, policies, practices and procedures can be organized in workplaces through "disability management", "employment equity", "diversity management", "supported employment", "worker cooperative" and other approaches to foster the employment integration or reintegration of people with disabilities. Some workplace-level approaches yield better results than others; not all such approaches are comparable as they may deal with very different profiles of people with disabilities (e.g. previously employed with skills in a given industrial sector; never employed but highly educated and skilled; not highly educated, skilled or with much employment experience, etc.). While the research flags some issues that are specific to individual workplaces, the research is generally not focused at this level as such research would, again, comprise a major study in itself.

The research describes income security measures and flags key issues in terms of the interface between income security and other programs that have a bearing on the employment of people with disabilities. Issues flagged in the present research would no doubt be detailed and explained at greater length in an in-depth study on income security measures and employment. Such research would comprise a major study that would take into account *all* provincial and territorial social assistance and other financial assistance programs (e.g. training allowance, subsidized housing allowances, student aid, etc.), as well as quasi-public and private-sector long-term and short-term disability programs (e.g. workers' compensation, employer-based and individual insurance programs). The analysis would also take into account the Canada and Quebec Pension plans and the multiple interactions between all these programs at the federal, provincial, territorial, employer-based and individual insurance levels and between publicly funded measures that are intended to foster the employment of people with disabilities. Again, such research would comprise a substantial undertaking that was well beyond the scope of the present project.

The survey conducted for the present research, while illuminating, was administered to a fairly small sample. It is unknown to what extent the results are representative of people with disabilities and service providers taken as a whole in Canada. At some future date, a survey involving a larger and representative sample would ideally be administered. Efforts may be needed to reduce the length of the survey, which some respondents found too time-consuming.

APPENDIX 2

Defining Terms

Several terms recur in the report. These are defined as follows.

PERSONS WITH DISABILITIES

The research takes at face value the self-reported disabilities of people surveyed by The Roeher Institute or who took part in focus groups for this research.

The research also takes at face value the definitions that Statistics Canada has used in its surveys to classify respondents as having disabilities or activity restrictions. While Statistics Canada's definitions of persons with a "disability" or "activity restriction" are not fully consistent across surveys, they are reasonably close for the purposes of the present research. Generally, those definitions represent long-term conditions that limit the amount or kind of activity that people can do at home, school, work or in other activities. This includes people with physical (i.e. mobility or agility), sensory (hearing/seeing), communicative (speaking), emotional/psychiatric and intellectual disabilities.

SEVERITY OF DISABILITY

The HALS "severity" or "degree of disability" scale added up all scores across the disability screens and then grouped the scores into three broad classifications from lowest to highest.

For example, respondents who did not report an activity limitation (e.g. hearing in a conversation with one person) were assigned a value of 0 on that screen. Respondents who reported that they were able to do the activity but only with some difficulty were assigned a value of 1. People who reported that they were completely unable to do the activity were assigned a value of 2. Not all screening questions were identical; for some the possibilities were only that the person had a limitation (score=1) or did not have the limitation (score=0). The lowest score for all tallied results was 1 and the highest 43.

Scores were grouped according to the following ranges and were assigned descriptors "mild", "moderate" and "severe" to connote level or degree of disability:

Level of Severity	Score Range
Mild	1 - 4
Moderate	5 - 10
Severe	11 - 43

WORKING-AGE

The working-age population is defined as people in the 15 to 64 age group.[2]

EMPLOYED

Employed people are defined as those working for pay at one or more jobs or businesses, including self-employment.

UNEMPLOYED

Unemployed people are defined as working-age persons who are not working but who are available for work.

LABOUR FORCE

The active labour force is defined as working-age persons who are either employed or seeking employment.

LABOUR FORCE PARTICIPATION RATE

The labour force participation rate is defined as working-age people in the labour force (i.e. employed or unemployed) as a percentage of the total working-age population.

NOT IN THE LABOUR FORCE

People not in the labour force are defined as working-age people who are neither working for pay at a job or business (employed), nor available for work (unemployed). This would include people who feel completely prevented from employment because of disability or discouraged from looking for work because of external barriers (e.g. lack of accessible transportation or information about available jobs; concern about potential loss of disability benefits needed for basic health, housing and financial security; lack of jobs in the local economy).

RELATIVE EMPLOYMENT-POPULATION RATIO (REPR)

The REPR is a measure of the employment level of people with disabilities in relation to the level for people without disabilities. For example, if 53.8 per of people with disabilities are employed, and 73.6 per cent of people without disabilities are employed, then the REPR for persons with disabilities is 53.8 per cent ÷ 73.6 per cent = 73.1 per cent.

The REPR essentially tells us how well people with disabilities are faring in employment compared with others, understanding that a significant share of all working-age populations will be out of employment at any given time.

EARNINGS

Earnings are defined as the money incomes from wages or salaries from all jobs.

LABOUR MARKET SYSTEM

The labour market system is defined as the policy and program elements that are—or that together would ideally be—in place to further the employment of people with disabilities. Details are shown in Appendix 3.

JOB ACCOMMODATION

A job accommodation can be defined as "any change in the work environment or the way things are customarily done that will allow a person with a disability an equal opportunity ... Job restructuring, modifying workflow, flex time, shared duties and job carving are examples of accommodation strategies that can be used. These strategies may or may not involve the use of assistive technology or actual physical accommodations to the workplace."[3]

In the Canadian context, accommodations must address both physical accessibility issues and the need for adjustments to policies and procedures. Needs that must be accommodated result from proscribed grounds of discrimination listed in the Canadian Human Rights Act, which include disability, race, age, sex, colour, religion, national or ethnic origin, marital or family status, and sexual orientation.[4] The Canadian Human Rights Commission's Web site provides examples of typical job accommodations.[5]

PEOPLE NEEDING HELP WITH EVERYDAY ACTIVITIES

Many people with disabilities require help in one or more everyday activities because of their disabilities. Everyday activities are defined as:

- meal preparation
- shopping for groceries or other necessities
- normal housework
- heavy household chores
- personal finances, such as banking or paying bills
- personal care such as washing, grooming, dressing and eating
- moving about within the personal residence.

A variable was derived that identifies several categories of demand and utilization across the range of everyday activities given above. The categories are as follows:

- help is received in one or more activities and no further help is needed
- help is received but further assistance is required because of disability
- no help is received but is needed because of disability
- no help is received because of disability and such help is not needed in any event.

PEOPLE NEEDING AIDS/DEVICES

A wide range of aids and devices are needed and used by people with disabilities. These include items to assist with seeing (e.g. large-print or Braille reading materials, voice synthesized computers, guide dogs), speaking (e.g. touch talker, communications board), mobility (e.g., walkers, scooters, wheelchairs) and to support, replace or assist in the use of hands or arms (e.g. artificial hand or limb, arm brace).

As with the variable for help in everyday activities, a variable was derived to classify HALS respondents as:

- receiving one or more such devices and needing no further aids
- using such devices and needing more
- needing such devices and using, and
- not using aids/devices and not needing them in any event.

PEOPLE FACING LOCAL TRANSPORTATION PROBLEMS BECAUSE OF DISABILITY

The research defined HALS respondents as having local transportation problems related to disability if any of the following conditions have been met:

- The person considers him or herself completely housebound because of a lack of accessible transportation.
- There is no accessible transportation in the community (or its availability is unknown) and the person needs such service.
- Accessible transportation is present in the community but is seldom or only occasionally used because of cost, lack of round-the-clock or daily availability, inflexible booking rules, or because the service will not allow an attendant, spouse or child to accompany the person who needs the service.
- A person has difficulty using local public transportation because of disability.
- A person uses a taxi service frequently, or almost every day for some part of a year, because of his/her condition.

PEOPLE NEEDING JOB ACCOMMODATIONS

HALS provides information on the kinds of job supports that people require because of disability. Such supports include:

- Human support (e.g. reader, oral or sign language interpreter, job coach, personal assistant)

- Technical aids and devices (e.g. voice synthesizer, telecommunications device for the deaf, infrared system, computer)
- Communication services (e.g. conversion of print to Braille, to audio tape, to enlarged print)
- Job redesign (e.g. modified or different duties)
- Modified hours or days or reduced work hours
- Accessible transportation
- Selected architectural and ergonomic features (e.g. handrails, ramps, parking, accessible elevator, accessible workstation, accessible washrooms), and
- Various "other" supports of an architectural and non-architectural nature, the details of which are not specified on the microdata file.

A person who the research classifies as needing one or more job accommodations meets any of these criteria, regardless of whether the person is employed, unemployed or not in the labour force.

APPENDIX 3

Elements of a Robust Labour Market System for Persons with Disabilities

I. EMPLOYMENT INTEGRATION MEASURES

A. MEASURES FOR PEOPLE WITH DISABILITIES... THAT ARE AVAILABLE, ACCESSIBLE AND AFFORDABLE

COUNSELLING, INFORMATION, LINKAGE AND COORDINATION

- Programs/services to help identify the prior learning, skills and experiences of people with disabilities (e.g. for people with low or incomplete formal education whose general knowledge, skills and experience should be recognized as assets by employers).
- Knowledgeable job counselling and assessment services that effectively identify and further the employment goals and needs of people with disabilities.
- Information about the employment-related programs and supports that are available to people with disabilities.
- Information about available jobs, workplaces and opportunities (e.g. self-employment assistance) for people with disabilities.
- Services to link people with disabilities and secure their access to:
  - education and training that will further their employment goals
  - employment opportunities, financial support and contacts likely to result in paid work.

EDUCATION, TRAINING AND RELATED PROGRAMS

Employment Readiness Programs

- General life skills training for people with disabilities who need this (e.g. for budgeting, time management, independent living skills, punctuality and reliability, appropriate dressing and other social skills needed for ongoing employment).
- Work experience programs for people with disabilities who have had limited exposure to the labour market or who have low levels of education.
- Programs/advisors to help strengthen the self-image, self-esteem and self-presentation of people with disabilities seeking to improve their employment situation.

Education and Training

- Adult basic education and literacy upgrading programs to strengthen the reading, written communication and arithmetic skills of people with disabilities.
- Programs to develop/strengthen the basic computer skills of people with disabilities.
- Apprenticeship programs (e.g. usually a mix of classroom and workplace training leading to certification of skills in a trade, such as electrician, carpenter, plumber, machinist, etc.).
- Post-secondary educational services:
  - — College career programs
  - — University degree and diploma programs
  - — Specialized public or private certificate/diploma programs (aside from Apprenticeships) focused on specific careers and skill sets (e.g. through Institutes of Technology; business schools).
- Classroom-based job training/work adjustment services (e.g. short-term training geared to a specific job or skill set).
- Workplace-based job training (e.g. co-op training, internships).

Transition Programs

- For young people seeking to move from school to work.
- For adults seeking to move from welfare to work.
- To help people more generally to understand, accept and adapt to change.
- For follow-up support in employment or training/education.

DISABILITY SUPPORTS/SPECIALIZED SERVICES

- Human supports for disability for participation in:
  - — Post-secondary education (e.g. in career, diploma and degree programs)

  - Classroom-based job training (e.g. in short-term training geared to a specific job or skill set)
  - Workplace-based job training
  - Ongoing employment.
- The needed human supports are for: hearing or speaking (e.g. interpreters); seeing (e.g. interveners); mobility/agility (e.g. attendants); intellectual issues (e.g. advisor; personal guide; mentor; tutor); emotional well-being (e.g. emotional counselling); general (e.g. note takers, scribes, readers, peer support); other ... .
- Assistive aids/devices for participation in:
  - Post-secondary education (e.g. career, diploma and degree programs)
  - Classroom-based job training (e.g. short-term training geared to a specific job or skill set)
  - Workplace-based job training
  - Ongoing employment.
- Environmental accommodations for participation in post-secondary education, classroom-based job training, workplace-based job training, ongoing employment.
- Effective rehabilitation services.
- Effective mental health services.

FINANCIAL AND TECHNICAL SUPPORT FOR INDIVIDUALS

- Business technical services and access to start-up funding for people with disabilities pursuing self-employment.
- Work and learning incentives in social assistance/disability income support programs, such as:
  - earnings supplements for people with low earnings in trial work placements
  - ongoing health and dental coverage for a period of time while making the transition from income support to employment
  - eligibility criteria that enable and foster paid or voluntary work, while also providing rapid access to income security where paid work comes to an end.
- Tax credits and tax rebates that reduce taxes owing, or refund taxes paid, where people with disabilities have costs for services/items needed for education, training or employment.

GENERAL COMMUNITY MEASURES AND OPPORTUNITIES

- Available, affordable, accessible and convenient-to-use transportation services.
- A strong economy with lots of available jobs.
- Accessible workplaces for people with disabilities.
- Generic community economic development efforts (e.g. industrial strategy for the community) that ensure people with disabilities have access to any new employment.

- Community agencies with the capacity to further the employment of people with disabilities.
- Informal support (e.g. of family or friends) to pursue and remain in paid employment.

ANTI-DISCRIMINATION MEASURES

- Information about employment rights and responsibilities.
- Effective and timely programs/systems to address discrimination in employment.

B. MEASURES FOR EMPLOYERS

TECHNICAL AND FINANCIAL SUPPORT

- Information about job accommodations (consulting services to assist in designing and implementing job accommodations).
- Employee health and dental plans that do not present problems for employers to hire or retain people with disabilities.
- Financial assistance for job accommodations.
- Wage subsidies.
- Tax incentives to hire people with disabilities (e.g. human capital provisions).
- Information/linkage to people with disabilities who are available for employment.

OTHER

- Awareness-raising on the benefits of a diverse workforce.

II. COMPENSATION/INCOME SUPPORT MEASURES

In addition to employment integration measures, compensation/income support measures are required to ensure that those unable to engage in paid work because of disability, or because of the associated disadvantages, receive income support. Such income could flow from public, private or employer-based pensions, or from provincial/territorial income support (e.g. social assistance), to address basic income requirements (e.g. for food, shelter, clothing, utilities) and other personal needs (e.g. for medications, assistive devices or special dietary requirements).

ENDNOTES

[1] The approach to defining people as having disabilities in the SLID has changed somewhat in recent years. The disability variable for the most recent SLID public use file to which we had access (1998) was suppressed. Accordingly, SLID 1994 was used as that disability-related information was readily available and more consistent with the approach to defining disability than it has been in the past few years on SLID.

[2] For information in this report that draws from the Survey of Labour and Income Dynamics (SLID), age 16 is the youngest sub-group as SLID does not present data for 15 year olds.

[3] Tech Connections, Job Accommodation Process: Steps and Considerations (Atlanta: Author, 2003).

[4] http://www.chrc-ccdp.ca/ee/Chapter_Chapitre_8/Chap8_Page8_5.asp.

[5] http://www.chrc-ccdp.ca/ee/bfc-ew.asp?l=e.

APPENDIX 4

Tables

Table A1. Importance of assessment, counselling, labour market information and coordination/linkage services

	Extremely Important %	Quite Important %	Somewhat Important %	Not very Important %	Completely Unimportant %	Total %
•Programs/services to help identify the prior learning, skills and experiences of people with disabilities (e.g. for people with low or incomplete formal education whose general knowledge, skills and experience should be recognized as assets by employers).	54	27	16	1	2	100
•Knowledgeable job counselling and assessment services that effectively identify and further the employment goals and needs of people with disabilities.	81	16	3			100
•Information about the employment-related programs and supports that are available to people with disabilities.	70	24	4	2		100
•Information about available jobs and workplaces for people with disabilities.	68	25	6		1	100
•Coordination services to link people with disabilities and secure their access to the education and training that will further their employment goals.	71	25	3	1		100
•Coordination services to link people with disabilities and secure their access to the employment opportunities and contacts likely to result in paid work.	77	19	4			100
Average	**70**	**23**	**6**	**1**	**2**	**100**

Table A2. Availability of assessment, counselling, labour market information and coordination/linkage services

	Completely or practically unavailable %	Available, but with major difficulties or barriers %	Significant difficulties or barriers %	A few difficulties or barriers %	No difficulty at all %	Total %
•Programs/services to help identify the prior learning, skills and experiences of people with disabilities (e.g. for people with low or incomplete formal education whose general knowledge, skills and experience should be recognized as assets by employers).	5	22	20	45	8	100
•Knowledgeable job counselling and assessment services that effectively identify and further the employment goals and needs of people with disabilities.	2	21	20	39	18	100
•Information about the employment-related programs and supports that are available to people with disabilities.	3	27	29	34	7	100
•Information about available jobs and workplaces for people with disabilities.	5	28	33	29	5	100
•Coordination services to link people with disabilities and secure their access to the education and training that will further their employment goals.	5	16	31	41	7	100
•Coordination services to link people with disabilities and secure their access to the employment opportunities and contacts likely to result in paid work.	9	25	35	25	6	100
Average	**5**	**23**	**28**	**36**	**8**	**100**

Table A3. Responsiveness of assessment, counselling, labour market information and coordination/linkage services

	Completely indifferent or non-responsive %	Not very responsive %	Somewhat responsive %	Quite responsive %	Highly responsive %	Total %
•Programs/services to help identify the prior learning, skills and experiences of people with disabilities (e.g., for people with low or incomplete formal education whose general knowledge, skills and experience should be recognized as assets by employers).	5	26	34	23	12	100
•Job counselling and assessment services that effectively identifyand further the employment goals and needs of people with disabilities.	1	23	30	31	14	100
•Coordination services to link people with disabilities and secure their access to the education and training that will further their employment goals.	5	20	39	21	14	100
•Coordination services to link people with disabilities and secure their access to the employment opportunities and contacts likely to result in paid work.	13	31	29	21	6	100
Average	**6**	**25**	**33**	**24**	**12**	**100**

Table A4. Geographic portability of assessment, counselling, labour market information and coordination/linkage services: availability on equal terms and conditions...

	Only in the community where the service is first approved %	In a selected few parts of the province/ territory %	In quite a few or many parts of the province/ territory %	In most parts of the province/ territory %	Throughout all of the province/ territory %	Total %
•Programs/services to help identify the prior learning, skills and experiences of people with disabilities (e.g. for people with low or incomplete formal education whose general knowledge, skills and experience should be recognized as assets by employers).	11	51	19	14	5	100
•Knowledgeable job counselling and assessment services that effectively identify and further the employment goals and needs of people with disabilities.	14	47	14	20	6	100
•Information about available jobs and workplaces for people with disabilities.	16	48	16	8	11	100
•Coordination services to link people with disabilities and secure their access to the education and training that will further their employment goals.	13	48	21	14	5	100
•Coordination services to link people with disabilities and secure their access to the employment opportunities and contacts likely to result in paid work.	15	57	11	13	3	100
Average	**14**	**50**	**16**	**14**	**6**	**100**

Table A5. Ease/difficulty now compared with two or three years ago accessing assessment, counselling, labour market information and coordination/linkage services

	A lot more difficult %	Somewhat more difficult %	About the same %	Somewhat easier %	A lot easier %	Total %
•Programs/services to help identify the prior learning, skills and experiences of people with disabilities (e.g. for people with low or incomplete formal education whose general knowledge, skills and experience should be recognized as assets by employers).	8	14	54	18	6	100
•Knowledgeable job counselling and assessment services that effectively identify and further the employment goals and needs of people with disabilities.	10	11	49	21	10	100
•Information about the employment-related programs and supports that are available to people with disabilities.	3	13	40	36	7	100
•Information about available jobs and workplaces for people with disabilities.	1	12	49	32	5	100
•Coordination services to link people with disabilities and secure their access to the education and training that will further their employment goals.	7	18	43	30	3	100
•Coordination services to link people with disabilities and secure their access to the employment opportunities and contacts likely to result in paid work.	14	18	42	25	1	100
Average	**7**	**14**	**46**	**27**	**5**	**100**

Table A6. Importance of general life skills training, work experience and programs/advisors to strengthen self-image and self-presentation

	Extremely Important %	Quite Important %	Somewhat Important %	Not very Important %	Completely Unimportant %	Total %
•General life skills training for people with disabilities who need this.	58	26	12	2	2	100
•Work experience programs for people with disabilities who have had limited exposure to the labour market or who have low levels of education.	67	23	8	1	1	100
•Programs/advisors to help strengthen the self-image, self-esteem and self-presentation of people with disabilities seeking to improve their employment situation.	54	35	6	4	1	100
Average	**59**	**28**	**9**	**2**	**1**	**100**

Table A7. Availability of general life skills training, work experience and programs/ advisors to strengthen self-image and self-presentation

	Completely or practically unavailable %	Available, but with major difficulties or barriers %	Significant difficulties or barriers %	A few difficulties or barriers %	No difficulty at all %	Total %
•General life skills training for people with disabilities who need this.	9	18	36	29	8	100
•Work experience programs for people with disabilities who have had limited exposure to the labour market or who have low levels of education.	16	31	26	26	1	100
•Programs/advisors to help strengthen the self-image, self-esteem and self-presentation of people with disabilities seeking to improve their employment situation.	20	14	2	30	12	100
Average	**15**	**21**	**29**	**28**	**7**	**100**

Table A8. Responsiveness of general life skills training, work experience and programs/advisors to strengthen self-image and self-presentation

	Completely indifferent or non-responsive %	Not very responsive %	Somewhat responsive %	Quite responsive %	Highly responsive %	Total %
•General life skills training for people with disabilities who need this.	5	21	42	27	4	100
•Work experience programs for people with disabilities who have had limited exposure to the labour market or who have low levels of education.	7	32	39	14	7	100
•Programs/advisors to help strengthen the self-image, self-esteem and self-presentation of people with disabilities seeking to improve their employment situation.	17	21	35	19	8	100
Average	**10**	**24**	**39**	**20**	**7**	**100**

Table A9. Geographic portability of general life skills training, work experience and programs/advisors to strengthen self- image and self-presentation

	Only in the community where the service is first approved %	In a selected few parts of the province/ territory %	In quite a few or many parts of the province/ territory %	In most parts of the province/ territory %	Throughout all of the province/ territory %	Total %
•General life skills training for people with disabilities who need this.	8	63	14	14	2	100
•Work experience programs for people with disabilities who have had limited exposure to the labour market or who have low levels of education.	11	62	18	5	4	100
•Programs/advisors to help strengthen the self-image, self-esteem and self-presentation of people with disabilities seeking to improve their employment situation.	15	46	27	10	2	100
Average	**12**	**57**	**20**	**10**	**2**	**100**

Table A10. Ease/difficulty now compared with two or three years ago accessing general life skills training, work experience and programs/advisors to strengthen self-image and self-presentation

	A lot more difficult %	Somewhat more difficult %	About the same %	Somewhat easier %	A lot easier %	Total %
•General life skills training for people with disabilities who need this.	7	16	59	15	3	100
•Work experience programs for people with disabilities who have had limited exposure to the labour market or who have low levels of education.	10	23	52	16		100
•Programs/advisors to help strengthen the self-image, self-esteem and self-presentation of people with disabilities seeking to improve their employment situation.	8	17	51	19	5	100
Average	**8**	**19**	**54**	**17**	**4**	**100**

Table A11. Importance of education and training programs

	Extremely Important %	Quite Important %	Somewhat Important %	Not very Important %	Completely Unimportant %	Total %
•Adult basic education and literacy upgrading programs to strengthen the reading, written communication and arithmetic skills of people with disabilities.	55	27	15	2	1	100
•Programs to strengthen the basic computer skills of people with disabilities.	53	31	17			100
•Apprenticeship programs (e.g. usually a mix of classroom and workplace training leading to certification of skills in a trade, such as electrician, carpenter, plumber, machinist, etc.).	46	34	15	3	2	100
•College career programs.	43	35	18	4		100
•University degree and diploma programs.	40	31	22	5	1	100
•Specialized public or private certificate/diploma programs (aside from Apprenticeships) focused on specific careers and skill sets (e.g. through Institutes of Technology; business schools).	38	40	15	5	1	100
•Classroom-based job training/work adjustment services (e.g. short-term training geared to a specific job or skill set).	46	33	18	2	1	100
•Workplace-based job training (e.g. co-op training, internships).	57	36	6			100
Average	**47**	**33**	**16**	**4**	**1**	**100**

Table A12. Availability of education and training programs

	Completely or practically unavailable %	Available, but with major difficulties or barriers %	Significant difficulties or barriers %	A few difficulties or barriers %	No difficulty at all %	Total %
•Adult basic education and literacy upgrading programs.	1	22	24	32	22	100
•Programs to strengthen the basic computer skills of people with disabilities.	5	12	31	37	15	100
•Apprenticeship programs.	22	15	40	18	4	100
•College career programs.	5	14	23	42	16	100
•University degree and diploma programs.	10	17	22	37	15	100
•Specialized public or private certificate/diploma programs.	10	16	39	27	8	100
•Classroom-based job training/work adjustment services (e.g. short-term training geared to a specific job or skill set).	15	17	32	28	7	100
•Workplace-based job training (e.g. co-op training, internships).	18	23	32	20	7	100
Average	**11**	**17**	**31**	**30**	**12**	**100**

Table A13. Responsiveness of education and training programs

	Completely indifferent or non-responsive %	Not very responsive %	Somewhat responsive %	Quite responsive %	Highly responsive %	Total %
•Adult basic education and literacy upgrading programs.	4	19	39	28	10	100
•Programs to strengthen the basic computer skills of people with disabilities.	4	12	40	29	15	100
•Apprenticeship programs.	18	36	30	13	3	100
•College career programs.	3	20	35	30	12	100
•University degree and diploma programs.	9	13	36	31	11	100
•Specialized public or private certificate/diploma programs.	8	29	38	23	3	100
•Classroom-based job training/work adjustment services (e.g. short-term training geared to a specific job or skill set).	12	22	37	22	8	100
•Workplace-based job training (e.g. co-op training, internships).	11	27	32	21	10	100
Average	**9**	**22**	**36**	**25**	**9**	**100**

Table A14. Geographic portability of education and training programs

	Only in the community where the service is first approved %	In a selected few parts of the province/ territory %	In quite a few or many parts of the province/ territory %	In most parts of the province/ territory %	Throughout all of the province/ territory %	Total %
•Adult basic education and literacy upgrading programs.	6	47	27	11	9	100
•Programs to strengthen the basic computer skills of people with disabilities.	13	40	29	19		100
•Apprenticeship programs.	14	52	23	7	5	100
•College career programs.	8	39	19	26	8	100
•University degree and diploma programs.	8	45	18	15	13	100
•Specialized public or private certificate/diploma programs.	11	54	21	11	4	100
•Classroom-based job training/work adjustment services (e.g. short-term training geared to a specific job or skill set).	15	47	21	17		100
•Workplace-based job training (e.g. co-op training, internships).	13	46	20	17	4	100
Average	**11**	**46**	**22**	**15**	**7**	**100**

Table A15. Difficulty accessing education and training compared with two or three years ago

	A lot more difficult %	Somewhat more difficult %	About the same %	Somewhat easier %	A lot easier %	Total %
•Adult basic education and literacy upgrading programs.	4	10	58	23	6	100
•Programs to strengthen the basic computer skills of people with disabilities.	6	8	39	36	11	100
•Apprenticeship programs.	7	16	60	15	2	100
•College career programs.	9	13	51	24	3	100
•University degree and diploma programs.	10	13	52	21	3	100
•Specialized public or private certificate/diploma programs.	8	11	60	18	3	100
•Classroom-based job training/work adjustment services (e.g. short-term training geared to a specific job or skill set).	5	14	54	28		100
•Workplace-based job training (e.g. co-op training, internships).	6	13	56	24	2	100
Average	**7**	**12**	**54**	**23**	**4**	**100**

Table A16. Importance of transition programs and services

	A lot more difficult %	Somewhat more difficult %	About the same %	Somewhat easier %	A lot easier %	Total %
•Transition programs for young people seeking to move from school to work.	52	32	14	2		100
•Transition for adults seeking to move from welfare to work.	66	25	8	1		100
•To help people more generally to understand, accept and adapt to change.	52	24	19	4	1	100
Average	**56**	**27**	**14**	**2**	**1**	**100**

Table A17. Availability of transition programs and services

	Completely or practically unavailable %	Available, but with major difficulties or barriers %	Significant difficulties or barriers %	A few difficulties or barriers %	No difficulty at all %	Total %
•Transition programs for young people seeking to move from school to work.	20	30	24	23	3	100
•Transition for adults seeking to move from welfare to work.	9	35	33	22	1	100
•To help people more generally to understand, accept and adapt to change.	27	24	19	28	1	100
Average	**19**	**30**	**26**	**24**	**2**	**100**

Table A18. Responsiveness of transition programs and services

	Completely indifferent or non-responsive %	Not very responsive %	Somewhat responsive %	Quite responsive %	Highly responsive %	Total %
• Transition programs for young people seeking to move from school to work.	16	42	21	15	6	100
• Transition for adults seeking to move from welfare to work.	14	38	31	10	7	100
• To help people more generally to understand, accept and adapt to change.	16	34	33	12	4	100
Average	**16**	**38**	**28**	**12**	**6**	**100**

Table A19. Geographic portability of transition programs and services

	Only in the community where the service is first approved %	In a selected few parts of the province/ territory %	In quite a few or many parts of the province/ territory %	In most parts of the province/ territory %	Throughout all of the province/ territory %	Total %
• Transition programs for young people seeking to move from school to work.	11	60	19	9	2	100
• Transition for adults seeking to move from welfare to work.	11	51	20	15	4	100
• To help people more generally to understand, accept and adapt to change.	20	51	10	16	2	100
Average	**14**	**54**	**16**	**13**	**3**	**100**

Table A20. Ease/difficulty now compared with two or three years ago accessing transition programs and services

	A lot more difficult %	Somewhat more difficult %	About the same %	Somewhat easier %	A lot easier %	Total %
•Transition programs for young people seeking to move from school to work.	9	14	58	19		100
•Transition for adults seeking to move from welfare to work.	11	24	45	18	2	100
•To help people more generally to understand, accept and adapt to change.	10	20	63	5	2	100
Average	**10**	**20**	**55**	**14**	**2**	**100**

Table A21. Importance of disability supports

	Extremely Important %	Quite Important %	Somewhat Important %	Not very Important %	Completely Unimportant %	Total %
•Human supports for disability for participation in post-secondary education (e.g. in career, diploma and degree programs).	51	34	15			100
•Human supports for disability for participation in classroom-based job training (e.g. in short-term training geared to a specific job or skill set).	54	32	11	2	2	100
•Human supports for disability for participation in workplace-based job training.	62	27	6	2	2	100
•Human supports for participation in ongoing employment.	68	22	5	4	1	100
•Human support for hearing or speaking (e.g. interpreters).	62	22	7	4	4	100
•Human support for seeing (e.g. interveners).	56	23	12	6	3	100
•Human support for mobility/agility (e.g. attendants).	63	21	8	5	3	100
•Human support for intellectual issues (e.g. advisor; personal guide; mentor; tutor).	61	29	7	1	1	100
•Human support for emotional well-being (e.g. emotional counselling).	48	34	10	6	1	100
•General human support (e.g. note takers, scribes, readers, peer support).	53	32	9	1	4	100
•Other human support.	89		6		6	100

(continued)

Table A21. Importance of disability supports (continued)

	Extremely Important %	Quite Important %	Somewhat Important %	Not very Important %	Completely Unimportant %	Total %
•Assistive aids/devices for participation in post-secondary education (e.g. career, diploma and degree programs).	64	23	10		3	100
•Devices for classroom-based job training (e.g. short-term training geared to a specific job or skill set).	62	30	5		2	100
•Devices for workplace-based job training.	70	22	7		1	100
•Devices for ongoing employment.	79	14	5		1	100
•Environmental accommodations in post-secondary education (e.g. career, diploma and degree programs).	62	24	12		2	100
•Environmental accommodations in classroom-based job training (e.g. short-term training geared to a specific job or skill set).	60	33	6		1	100
•Environmental accommodations in workplace-based job training.	71	26	3			100
•Environmental accommodations in ongoing employment.	72	20	8		1	100
•Effective rehabilitation services.	60	29	5	5		100
•Effective mental health services.	60	26	8	4	2	100
Average	**63**	**26**	**8**	**4**	**2**	**100**

Table A22. Availability of disability supports

	Completely or practically unavailable %	Available, but with major difficulties or barriers %	Significant difficulties or barriers %	A few difficulties or barriers %	No difficulty at all %	Total %
•Human supports for disability for participation in post-secondary education (e.g. in career, diploma and degree programs).	3	23	32	33	9	100
•Human supports for disability for participation in classroom-based job training (e.g. in short-term training geared to a specific job or skill set).	12	33	25	28	3	100
•Human supports for disability for participation in workplace-based job training.	18	34	22	23	4	100
•Human supports for participation in ongoing employment.	16	41	24	17	3	100
•Human support for hearing or speaking (e.g. interpreters).	10	31	27	31	2	100
•Human support for seeing (e.g. interveners).	8	32	32	20	8	100
•Human support for mobility/agility (e.g. attendants).	9	32	26	32	2	100
•Human support for intellectual issues (e.g. advisor; personal guide; mentor; tutor).	12	32	24	30	2	100
•Human support for emotional well-being (e.g. emotional counselling).	15	29	27	25	4	100
•General human support (e.g. note takers, scribes, readers, peer support).	9	29	25	32	5	100
•Other human support.		43	29	14	14	100

(continued)

Table A22. Availability of disability supports (continued)

	Completely or practically unavailable %	Available, but with major difficulties or barriers %	Significant difficulties or barriers %	A few difficulties or barriers %	No difficulty at all %	Total %
•Assistive aids/devices for participation in post-secondary education (e.g. career, diploma and degree programs).	1	28	25	32	14	100
•Devices for classroom-based job training (e.g. short-term training geared to a specific job or skill set).	7	29	26	33	6	100
•Devices for workplace-based job training.	7	32	28	27	5	100
•Devices for ongoing employment.	5	33	30	25	6	100
•Environmental accommodations in post-secondary education (e.g., career, diploma and degree programs)	6	10	35	38	10	100
•Environmental accommodations in classroom-based job training (e.g. short-term training geared to a specific job or skill set).	10	15	36	39		100
•Environmental accommodations in workplace-based job training.	10	23	33	34		100
•Environmental accommodations in ongoing employment.	11	33	30	26		100
•Effective rehabilitation services.	8	19	27	35	11	100
•Effective mental health services.	10	28	19	32	12	100
Average	**9**	**29**	**28**	**29**	**7**	**100**

Table A23. Responsiveness of disability supports

	Completely indifferent or non-responsive %	Not very responsive %	Somewhat responsive %	Quite responsive %	Highly responsive %	Total %
•Human supports for disability for participation in post-secondary education (e.g. in career, diploma and degree programs).	5	16	42	21	15	100
•Human supports for disability for participation in classroom-based job training (e.g. in short-term training geared to a specific job or skill set).	6	26	36	26	6	100
•Human supports for disability for participation in workplace-based job training.	6	25	36	23	9	100
•Human supports for participation in ongoing employment.	14	27	30	21	8	100
•Programs that provide assistive aids/devices for participation in post-secondary education (e.g. career, diploma and degree programs).	3	14	50	15	18	100
•Programs that provide devices for classroom-based job training (e.g. short-term training geared to a specific job or skill set).	8	22	41	19	11	100
•Programs that provide devices for workplace-based job training.	10	24	35	18	13	100
•Programs that provide devices for ongoing employment.	12	27	30	18	12	100
•Environmental accommodations in post-secondary education (e.g. career, diploma and degree programs).	3	19	44	23	11	100

(continued)

Table A23. Responsiveness of disability supports (continued)

	Completely indifferent or non-responsive %	Not very responsive %	Somewhat responsive %	Quite responsive %	Highly responsive %	Total %
•Environmental accommodations in classroom-based job training (e.g. short-term training geared to a specific job or skill set).	3	22	44	25	5	100
•Environmental accommodations in workplace-based job training.	6	25	45	17	8	100
•Environmental accommodations in ongoing employment.	11	20	37	23	10	100
•Rehabilitation services.	7	15	34	34	11	100
•Mental health services.	8	25	28	30	10	100
Average	**7**	**22**	**38**	**22**	**10**	**100**

Table A24. Geographic portability of disability supports

	Only in the community where the service is first approved %	In a selected few parts of the province/ territory %	In quite a few or many parts of the province/ territory %	In most parts of the province/ territory %	Throughout all of the province/ territory %	Total %
•Human supports for disability for participation in post-secondary education (e.g. in career, diploma and degree programs).	8	53	25	10	3	100
•Human supports for disability for participation in classroom-based job training (e.g. in short-term training geared to a specific job or skill set).	13	57	17	11	2	100
•Human supports for disability for participation in workplace-based job training.	10	58	12	18	2	100
•Human supports for participation in ongoing employment.	11	54	17	15	4	100
•Human support for hearing or speaking (e.g. interpreters).	13	58	16	11	3	100
•Human support for seeing (e.g. interveners).	8	55	18	15	5	100
•Human support for mobility/agility (e.g. attendants).	10	51	22	15	2	100
•Human support for intellectual issues (e.g. advisor; personal guide; mentor; tutor).	13	63	13	13		100
•Human support for emotional well-being (e.g. emotional counselling).	12	62	14	12		100
•General human support (e.g. note takers, scribes, readers, peer support).	7	56	26	12		100

(continued)

Table A24. Geographic portability of disability supports (continued)

	Only in the community where the service is first approved %	In a selected few parts of the province/ territory %	In quite a few or many parts of the province/ territory %	In most parts of the province/ territory %	Throughout all of the province/ territory %	Total %
•Other human support.		86			14	100
•Assistive aids/devices for participation in post-secondary education (e.g. career, diploma and degree programs).	10	41	17	25	7	100
•Devices for classroom-based job training (e.g. short-term training geared to a specific job or skill set).	7	52	17	19	6	100
•Devices for workplace-based job training.	11	45	18	20	5	100
•Devices for ongoing employment.	10	52	17	15	6	100
•Environmental accommodations in post-secondary education (e.g. career, diploma and degree programs).	10	40	27	18	5	100
•Environmental accommodations in classroom-based job training (e.g. short-term training geared to a specific job or skill set).	9	58	13	17	2	100
•Environmental accommodations in workplace-based job training.	11	52	17	19	2	100
•Environmental accommodations in ongoing employment.	16	48	17	16	3	100
•Effective rehabilitation services.	11	52	13	16	7	100
•Effective mental health services.	10	55	22	14		100
Average	**10**	**55**	**18**	**15**	**5**	**100**

Table A25. Ease/difficulty accessing disability supports now compared with two or three years ago

	A lot more difficult %	Somewhat more difficult %	About the same %	Somewhat easier %	A lot easier %	Total %
•Human supports for disability for participation in post-secondary education (e.g. in career, diploma and degree programs).	5	21	52	20	3	100
•Human supports for disability for participation in classroom-based job training (e.g. in short-term training geared to a specific job or skill set).	5	20	57	18		100
•Human supports for disability for participation in workplace-based job training.	8	19	52	21		100
•Human supports for participation in ongoing employment.	12	20	54	14		100
•Human support for hearing or speaking (e.g. interpreters).	5	14	59	20	2	100
•Human support for seeing (e.g. interveners).	7	12	60	21		100
•Human support for mobility/agility (e.g. attendants).	7	11	57	24	2	100
•Human support for intellectual issues (e.g. advisor; personal guide; mentor; tutor).	4	17	59	20		100
•Human support for emotional well-being (e.g. emotional counselling).	10	24	49	16	2	100
•General human support (e.g. note takers, scribes, readers, peer support).	10	17	49	24		100
•Other human support.	9	9	73	9		100

(continued)

Table A25. Ease/difficulty accessing disability supports now compared with two or three years ago (continued)

	A lot more difficult %	Somewhat more difficult %	About the same %	Somewhat easier %	A lot easier %	Total %
•Assistive aids/devices for participation in post-secondary education (e.g. career, diploma and degree programs).	5	15	45	27	8	100
•Devices for classroom-based job training (e.g. short-term training geared to a specific job or skill set).	2	14	51	28	5	100
•Devices for workplace-based job training.	3	22	48	23	3	100
•Devices for ongoing employment.	6	23	44	20	6	100
•Environmental accommodations in post-secondary education (e.g. career, diploma and degree programs).	3	14	49	29	5	100
•Environmental accommodations in classroom-based job training (e.g. short-term training geared to a specific job or skill set).	7	9	59	22	3	100
•Environmental accommodations in workplace-based job training.	10	11	56	20	3	100
•Environmental accommodations in ongoing employment.	13	13	54	17	3	100
•Effective rehabilitation services.	7	19	66	3	4	100
•Effective mental health services.	12	20	56	8	3	100
Average	**7**	**16**	**55**	**19**	**4**	**100**

Table A26. Importance of general community measures and opportunities

	Extremely Important %	Quite Important %	Somewhat Important %	Not very Important %	Completely Unimportant %	Total %
•Available, affordable, accessible and convenient-to-use transportation services.	83	14	3			100
•A strong economy with lots of available jobs.	63	23	13	1		100
•Accessible workplaces for people with disabilities.	88	11			1	100
•Generic community economic development efforts (e.g. industrial strategy for the community) that ensure people with disabilities have access to any new employment.	53	40	6		1	100
•Informal support (e.g. of family or friends) to pursue and remain in paid employment.	59	28	13	1		100
Average	**69**	**23**	**9**	**1**	**1**	**100**

Table A27. Availability of general community measures and opportunities

	Completely or practically unavailable %	Available, but with major difficulties or barriers %	Significant difficulties or barriers %	A few difficulties or barriers %	No difficulty at all %	Total %
•Available, affordable, accessible and convenient-to-use transportation services.	13	20	28	25	13	100
•Accessible workplaces for people with disabilities.	6	25	37	23	8	100
•Generic community economic development efforts (e.g. industrial strategy for the community) that ensure people with disabilities have access to any new employment.	30	27	27	15	1	100
•Informal support (e.g. of family or friends) to pursue and remain in paid employment.	11	14	28	34	13	100
Average	**15**	**22**	**30**	**24**	**9**	**100**

Table A28. Responsiveness of community measures and opportunities

	Completely indifferent or non-responsive %	Not very responsive %	Somewhat responsive %	Quite responsive %	Highly responsive %	Total %
•Transportation services.	11	28	26	26	9	100

Table A29. Geographic portability of community measures and opportunities

	Only in the community where the service is first approved %	In a selected few parts of the province/ territory %	In quite a few or many parts of the province/ territory %	In most parts of the province/ territory %	Throughout all of the province/ territory %	Total %
• Available, affordable, accessible and convenient-to-use transportation services.	25	47	13	12	3	100
• Accessible workplaces for people with disabilities.	13	44	22	16	5	100
• Informal support (e.g. of family or friends) to pursue and remain in paid employment.	8	26	20	28	18	100
Average	**15**	**39**	**19**	**19**	**9**	**100**

Table A30. Ease/difficulty compared with two or three years ago accessing community measures and opportunities

	A lot more difficult %	Somewhat more difficult %	About the same %	Somewhat easier %	A lot easier %	Total %
• Available, affordable, accessible and convenient-to-use transportation services.	9	23	48	16	3	100
• Accessible workplaces for people with disabilities.	4	11	52	28	4	100
• Generic community economic development efforts (e.g. industrial strategy for the community) that ensure people with disabilities have access to any new employment.	12	28	49	9	2	100
• Informal support (e.g. of family or friends) to pursue and remain in paid employment.	3	10	63	17	7	100
Average	**7**	**18**	**53**	**17**	**4**	**100**

Table A31. Importance of anti-discrimination measures

	Extremely Important %	Quite Important %	Somewhat Important %	Not very Important %	Completely Unimportant %	Total %
•Effective and timely programs/systems to address discrimination in employment.	61	31	6	2		100

Table A32. Availability of anti-discrimination measures

	Completely or practically unavailable %	Available, but with major difficulties or barriers %	Significant difficulties or barriers %	A few difficulties or barriers %	No difficulty at all %	Total %
•Effective and timely programs/systems to address discrimination in employment.	24	22	20	24	8	100

Table A33. Ease/difficulty compared with two or three years ago accessing anti-discrimination measures

	A lot more difficult %	Somewhat more difficult %	About the same %	Somewhat easier %	A lot easier %	Total %
•Effective and timely programs/systems to address discrimination in employment.	10	18	63	8	3	100

Table A34. Importance of financial and technical support						
	Extremely Important %	Quite Important %	Somewhat Important %	Not very Important %	Completely Unimportant %	Total %
•Business technical services and access to start-up funding for people with disabilities pursuing self-employment.	55	28	15	1	1	100
•Earnings supplements for people with low earnings in trial work placements.	66	23	9	3		100
•Ongoing health and dental coverage for a period of time while making the transition from income support to employment.	72	22	6			100
•Eligibility criteria that enable and foster paid or voluntary work, while also providing rapid access to income security where paid or voluntary work comes to an end.	76	17	7			100
•Tax credits and tax rebates that reduce taxes owing, or refund taxes paid, where people with disabilities have costs for services/items needed for education, training or employment.	61	25	12	1	1	100
Average	**66**	**23**	**10**	**2**	**1**	**100**

Table A35. Availability of financial and technical support

	Completely or practically unavailable %	Available, but with major difficulties or barriers %	Significant difficulties or barriers %	A few difficulties or barriers %	No difficulty at all %	Total %
•Business technical services and access to start-up funding for people with disabilities pursuing self-employment.	17	36	28	16	3	100
•Earnings supplements for people with low earnings in trial work placements.	23	28	23	23	2	100
•Ongoing health and dental coverage for a period of time while making the transition from income support to employment.	22	21	23	21	12	100
•Eligibility criteria that enable and foster paid or voluntary work, while also providing rapid access to income security where paid or voluntary work comes to an end.	15	32	28	23	3	100
•Tax credits and tax rebates that reduce taxes owing, or refund taxes paid, where people with disabilities have costs for services/items needed for education, training or employment.	17	28	18	32	6	100
Average	**19**	**29**	**24**	**23**	**5**	**100**

Table A36. Responsiveness of financial and technical support

Completely	indifferent or non-responsive %	Not very responsive %	Somewhat responsive %	Quite responsive %	Highly responsive %	Total %
•Business technical services and access to start-up funding for people with disabilities pursuing self-employment.	14	35	28	17	6	100
•Work and learning incentives in social assistance/ disability income support programs.	13	32	33	18	4	100
Average	**13**	**34**	**31**	**17**	**5**	**100**

Table A37. Geographic portability of financial and technical assistance

	Only in the community where the service is first approved %	In a selected few parts of the province/ territory %	In quite a few or many parts of the province/ territory %	In most parts of the province/ territory %	Throughout all of the province/ territory %	Total %
•Business technical services and access to start-up funding for people with disabilities pursuing self-employment.	22	51	18	10		100

Table A38. Ease/difficulty compared with two or three years ago accessing financial and technical support

	A lot more difficult %	Somewhat more difficult %	About the same %	Somewhat easier %	A lot easier %	Total %
•Business technical services and access to start-up funding for people with disabilities pursuing self-employment.	9	16	56	16	4	100
•Earnings supplements for people with low earnings in trial work placements.	12	19	49	20		100
•Ongoing health and dental coverage for a period of time while making the transition from income support to employment.	11	14	60	13	2	100
•Eligibility criteria that enable and foster paid or voluntary work, while also providing rapid access to income security where paid or voluntary work comes to an end.	13	14	52	19	3	100
•Tax credits and tax rebates that reduce taxes owing, or refund taxes paid, where people with disabilities have costs for services/items needed for education, training or employment.	11	17	57	15		100
Average	**11**	**16**	**55**	**17**	**3**	**100**

Table A39. Importance of measures for employers

	Extremely Important %	Quite Important %	Somewhat Important %	Not very Important %	Completely Unimportant %	Total %
•Technical support to help employers with specific issues of disability and employment (e.g. information on job accommodations; consulting services to assist in designing and implementing job accommodations).	66	26	5	2		100
•Employee health and dental plans that do not present problems for employers to hire or retain people with disabilities.	63	25	8	4		100
Average	**65**	**26**	**6**	**3**		**100**

Table A40. Availability of measures for employers

	Completely or practically unavailable %	Available, but with major difficulties or barriers %	Significant difficulties or barriers %	A few difficulties or barriers %	No difficulty at all %	Total %
•Technical support to help employers with specific issues of disability and employment.	18	20	25	33	4	100
•Employee health and dental plans that do not present problems for employers to hire or retain people with disabilities.	30	14	29	20	8	100
Average	**24**	**17**	**27**	**26**	**6**	**100**

Table A41. Ease/difficulty compared with two or three years ago accessing measures for employers

	A lot more difficult %	Somewhat more difficult %	About the same %	Somewhat easier %	A lot easier %	Total %
•Technical support to help employers with specific issues of disability and employment.	8	6	56	29	2	100
•Employee health and dental plans that do not present problems for employers to hire or retain people with disabilities.	10	14	61	10	5	100
Average	**9**	**10**	**58**	**19**	**3**	**100**

Table A42a. Points of agreement where groups agree that a given labour market system element is of key importance*

<table>
<tr><th>Non-service providing people with disabilities</th><th>Service providers with disabilities</th><th>Service providers without disabilities</th></tr>
<tr><td colspan="3">1. Programs/services to help identify the prior learning, skills and experiences of people with disabilities (e.g. for people with low or incomplete formal education whose general knowledge, skills and experience should be recognized as assets by employers).
2. Knowledgeable job counselling and assessment services that effectively identify and further the employment goals and needs of people with disabilities.
3. Available, affordable, accessible and convenient-to-use transportation services.
4. Programs/advisors to help strengthen the self-image, self-esteem and self-presentation of people with disabilities seeking to improve their employment situation.
5. Work experience programs for people with disabilities who have had limited exposure to the labour market or who have low levels of education.
6. Assistive aids/devices for participation in post-secondary education (e.g. career, diploma and degree programs).
7. Adult basic education and literacy upgrading programs to strengthen the reading, written communication and arithmetic skills of people with disabilities.
8. Technical support to help employers with specific issues of disability and employment (e.g. information on job accommodations; consulting services to assist in designing and implementing job accommodations).
9. Coordination services to link people with disabilities and secure their access to the education and training that will further their employment goals.
10. General life skills training for people with disabilities who need this (e.g. for budgeting, time management, independent living skills, punctuality and reliability, appropriate dressing and other social skills needed for ongoing employment).</td></tr>
<tr><td colspan="2">• Accessible workplaces for people with disabilities.
• Earnings supplements for people with low earnings in trial work placements.
• Coordination services to link people with disabilities and secure their access to the employment opportunities and contacts likely to result in paid work.
• Information about the employment-related programs and supports that are available to people with disabilities.</td><td></td></tr>
<tr><td></td><td colspan="2">• Transition programs for young people seeking to move from school to work.
• Human supports for disability for participation in post-secondary education (e.g. in career, diploma and degree programs.
• Apprenticeship programs (e.g. usually a mix of classroom and workplace training leading to certification of skills in a trade, such as electrician, carpenter, plumber, machinist, etc.).
• Information about available jobs and workplaces for people with disabilities.
• Informal support (e.g. of family or friends) to pursue and remain in paid employment.</td></tr>
<tr><td colspan="3">• Workplace-based job training (e.g. co-op training, internships).
• Transition programs for adults seeking to move from welfare to work.
• Ongoing health and dental coverage for a period of time while making the transition from income support to employment.</td></tr>
</table>

*Note: The grey cells represent areas of agreement across groups that various system elements are high priority items. However, each group may have assigned a different priority ranking to a particular element.

Table A42b. Points on which groups have distinct views that a given labour market system element is of key importance

Non-service providing people with disabilities	Service providers with disabilities	Service providers without disabilities
•Various, including: job coaching; discouraging employers' ignorance; job security; in home computers (subsidized); addressing employer attitudes; making flex-time more available.	•Human supports for hearing or speaking (e.g. interpreters) for participation in education, job training and ongoing employment.	•Human supports for disability for participation in workplace-based job training.
•Human supports for mobility/agility (e.g. attendants) for participation in education, training, ongoing employment.	•One or more human supports for participation in ongoing employment.	•Workplace-based job training.
•Effective and timely programs/systems to address discrimination in employment.	•Post-secondary educational services: university degree and diploma programs.	•Assistive devices for participation in ongoing employment.
•Programs to strengthen the basic computer skills of people with disabilities.		•Transition programs to help people understand, accept and adapt to change.
•A strong economy with lots of available jobs.		

Table A43. Labour force status by particular kinds of help needed with everyday activities, aids/devices and local transportation problems (HALS 1991, working-age people with disabilities)

	Employed	Unemployed	Not in the labour force	Total
Meal preparation				
Helped, but not bcs of disability	62.3	7.5	30.2	100.0
No help needed	43.2	9.6	47.3	100.0
Helped - okay	23.2	5.9	70.8	100.0
Helped - more req'd	14.3	4.4	81.3	100.0
Not helped - needed *	28.9	6.2	65.0	100.0
Total	**48.2**	**8.2**	**43.7**	**100.0**
Shopping for groceries and other necessities				
Helped, but not bcs of disability	60.3	8.0	31.8	100.0
No help needed	48.3	9.9	41.9	100.0
Helped - okay	23.5	5.9	70.6	100.0
Helped - more req'd	15.1	5.9	79.1	100.0
Not helped - needed *	39.5	7.5	52.9	100.0
Total	**48.2**	**8.3**	**43.5**	**100.0**
Everyday housework				
Helped, but not bcs of disability	63.2	7.9	28.9	100.0
No help needed	43.6	9.5	46.9	100.0
Helped - okay	27.2	6.5	66.3	100.0
Helped - more req'd	22.9	4.7	72.4	100.0
Not helped - needed *	34.2	10.0	55.8	100.0
Total	**48.2**	**8.3**	**43.5**	**100.0**
Heavy household chores				
Helped, but not bcs of disability	60.8	7.9	31.3	100.0
No help needed	61.6	10.3	28.0	100.0
Helped - okay	30.8	7.2	62.0	100.0
Helped - more req'd	28.2	8.3	63.5	100.0
Not helped - needed *	46.3	7.2	46.5	100.0
Total	**49.3**	**8.4**	**42.3**	**100.0**
Banking and bill paying				
Helped, but not bcs of disability	54.2	7.9	38.0	100.0
No help needed	49.8	8.9	41.4	100.0
Helped - okay	25.4	3.4	71.3	100.0
Helped - more req'd	15.5	6.2	78.3	100.0
Not helped - needed *	32.3	17.6	50.1	100.0
Total	**48.3**	**8.2**	**43.5**	**100.0**

(continued)

Table A43. Labour force status by particular kinds of help needed with everyday activities, aids/devices and local transportation problems (HALS 1991, working-age people with disabilities) (continued)

	Employed	Unemployed	Not in the labour force	Total
Personal care (e.g. washing, grooming, dressing, feeding self) labour force				
No help needed	50.0	8.4	41.6	100.0
Helped - okay	23.1	6.1	70.8	100.0
Helped - more req'd13.9	–	81.1	100.0	
Not helped - needed *	25.5	–	68.4	100.0
Total	**48.2**	**8.3**	**43.5**	**100.0**
Moving about in personal dwelling				
No help needed	49.0	8.3	42.6	100.0
Helped - okay	15.2	7.4	77.4	100.0
Helped - more req'd	–	–	82.8	100.0
Cannot move - needs help	–	–	–	–
Cannot move - okay	–	–	–	–
Total	**48.3**	**8.3**	**43.4**	**100.0**

* People who do not receive any of the help needed tend to have less severe levels of disability and to have higher levels of education than people receiving all or some of the help needed, which helps to account for their relatively high levels of employment. They also tend to be women. Cells with "–" have very small numbers and high sampling variability.

	Employed	Unemployed	Not in the labour force	Total
Aids/devices				
Do not need	50.4	8.4	41.2	100
Use - okay	43.0	6.4	50.6	100
More needed	40.1	9.5	50.4	100
Total	**48.2**	**8.1**	**43.7**	**100.0**
Local transportation problems				
Others	49.9	8.2	41.9	100
Transportation problems	31.7	7.0	61.2	100
Total	**48.2**	**8.1**	**43.7**	**100.0**

Table A44. Working-age people with disabilities, grouped by education level, training status, help index, aids index and difficulties with community transportation, showing numbers and percentages unemployed and not in the labour force, employed, REPR and other details

											REPR cut-off	Min. % of working age	Total % and number identified
Education	Ever taken work-related training	Help index	Aids index	Local transp. problems	Total	Unemp'd & not in labour force	% of all working age w/disab.	% of unemployed or not in labour force (w/disab.) per grouping	% employed per grouping	REPR	<75.0%	3.0%	43.3%
1.00 < HS Grad	training	.00 0 No needed	.00 No help need	Do not 0 No	317,708	175,811	13.8%	14.8%	44.7%	61.3%	√	√	175,811
				1 Yes	14,928	10,009	0.7%	0.8%	33.0%	45.2%	√		
			1.00 Use - okay	0 No	60,223	25,651	2.6%	2.2%	57.4%	78.7%			
				1 Yes	3,998	3,680	0.2%	0.3%	8.0%	10.9%	√		
			2.00 More needed	0 No	22,963	10,218	1.0%	0.9%	55.5%	76.1%			
				1 Yes	1,599	969	0.1%	0.1%	39.4%	54.0%	√		
		1.00 Helped - okay	.00 Do not need	0 No	119,928	91,292	5.2%	7.7%	23.9%	32.8%	√	√	91,292
				1 Yes	26,680	15,355	1.2%	1.3%	42.4%	58.2%	√		
			1.00 Use - okay	0 No	36,946	29,561	1.6%	2.5%	20.0%	27.4%	√		
				1 Yes	7,952	6,934	0.3%	0.6%	12.8%	17.6%	√		
			2.00 More needed	0 No	16,105	12,668	0.7%	1.1%	21.3%	29.3%	√		
				1 Yes	2,975	2,886	0.1%	0.2%	3.0%	4.1%	√		
		2.00 More help needed	00 Do .not need	0 No	117,028	90,072	5.1%	7.6%	23.0%	31.6%	√	√	90,072
				1 Yes	18,370	13,723	0.8%	1.2%	25.3%	34.7%	√		
			1.00 Use - okay	0 No	34,393	30,062	1.5%	2.5%	12.6%	17.3%	√		
				1 Yes	10,175	9,744	0.4%	0.8%	4.2%	5.8%	√		

(Continued)

											REPR cut-off	Min. % of working age	Total % and number identified
Education	Ever taken work-related training	Help index	Aids index	Local transp. problems	Total	Unemp'd & not in labour force	% of all working age w/disab.	% of unemployed or not in labour force (w/disab.) per grouping	% employed per grouping	REPR	<75.0%	3.0%	43.3%
			2.00 More needed	0 No	25,951	22,398	1.1%	1.9%	13.7%	18.8%	√		
				1 Yes	7,537	7,072	0.3%	0.6%	6.2%	8.5%	√		
	1 Trained	.00 No help needed	.00 Do not need	0 No	91,133	40,476	4.0%	3.4%	55.6%	76.3%	√		
				1 Yes	3,137	1,705	0.1%	0.1%	45.7%	62.6%	√		
			1.00 Use - okay	0 No	18,186	9,934	0.8%	0.8%	45.4%	62.2%	√		
				1 Yes	1,026	761	0.0%	0.1%	25.8%	35.4%	√		
			2.00 More needed	0 No	12,917	2,732	0.6%	0.2%	78.9%	108.2%			
				1 Yes		337 329	0.0%	0.0%	2.5%	3.4%	√		
		1.00 Helped - okay	.00 Do not need	0 No	27,763	13,615	1.2%	1.1%	51.0%	69.9%	√		
				1 Yes	3,049	2,036	0.1%	0.2%	33.2%	45.6%	√		
			1.00 Use - okay	0 No	8,532	5,871	0.4%	0.5%	31.2%	42.8%	√		
				1 Yes	1,290	1,203	0.1%	0.1%	6.7%	9.2%	√		
			2.00 More needed	0 No	2,885	1,749	0.1%	0.1%	39.4%	54.0%	√		
				1 Yes	695	687	0.0%	0.1%	1.2%	1.6%	√		
		2.00 More help needed	.00 Do not need	0 No	27,51	18,674	1.2%	1.6%	32.1%	44.1%	√		
				1 Yes	6,243	3,853	0.3%	0.3%	38.3%	52.5%	√		
			1.00 Use - okay	0 No	8,713	6,128	0.4%	0.5%	29.7%	40.7%	√		
				1 Yes	3,527	3,022	0.2%	0.3%	14.3%	19.6%	√		

(Continued)

Table A44. Working-age people with disabilities, grouped by education level, training status, help index, aids index and difficulties with community transportation, showing numbers and percentages unemployed and not in the labour force, employed, REPR and other details (continued)

Education	Ever taken work-related training	Help index	Aids index	Local transp. problems	Total	Unemp'd & not in labour force	% of all working age w/disab.	% of unemployed or not in labour force (w/disab.) per grouping	% employed per grouping	REPR	REPR cut-off	Min. % of working age	Total % and number identified
											<75.0%	3.0%	43.3%
			2.00 More needed	0 No	6,213	4,889	0.3%	0.4%	21.3%	29.2%	√		
				1 Yes	1,813	1,292	0.1%	0.1%	28.8%	39.5%	√		
2.00 HS Grad+	0 No training	.00 No help needed	.00 Do not need	0 No	282,274	96,118	12.3%	8.1%	65.9%	90.5%	√		
				1 Yes	4,906	3,162	0.2%	0.3%	35.5%	48.8%	√		
			1.00 Use - okay	0 No	44,432	16,583	1.9%	1.4%	62.7%	86.0%			
				1 Yes	2,325	1,369	0.1%	0.1%	41.1%	56.4%	√		
			2.00 More needed	0 No	23,016	8,423	1.0%	0.7%	63.4%	87.0%			
				1 Yes	1,778	1,391	0.1%	0.1%	21.8%	29.9%	√		
		1.00 Helped - okay	.00 Do not need	0 No	66,387	44,490	2.9%	3.7%	33.0%	45.2%	√	√	44,490
				1 Yes	5,652	2,545	0.2%	0.2%	55.0%	75.4%			
			1.00 Use - okay	0 No	19,566	13,622	0.9%	1.1%	30.4%	41.7%	√		
				1 Yes	4,167	2,870	0.2%	0.2%	31.1%	42.7%	√		
			2.00 More needed	0 No	5,479	3,529	0.2%	0.3%	35.6%	48.8%	√		
				1 Yes	2,157	1,948	0.1%	0.2%	9.7%	13.3%	√		
		2.00 More help needed	.00 Do not need	0 No	74,263	38,184	3.2%	3.2%	48.6%	66.6%	√	√	38,184
				1 Yes	13,704	10,932	0.6%	0.9%	20.2%	27.7%	√		

(Continued)

Education	Ever taken work-related training	Help index	Aids index	Local transp. problems	Total	Unemp'd & not in labour force	% of all working age w/disab.	% of unemployed or not in labour force (w/disab.) per grouping	% employed per grouping	REPR	REPR cut-off <75.0%	Min. % of working age 3.0%	Total % and number identified 43.3%
			1.00 Use - okay	0 No	22,624	15,930	1.0%	1.3%	29.6%	40.6%	√		
				1 Yes	10,326	9,437	0.4%	0.8%	8.6%	11.8%	√		
			2.00 More needed	0 No	11,571	8,775	0.5%	0.7%	24.2%	33.1%	√		
				1 Yes	2,846	1,894	0.1%	0.2%	33.4%	45.9%	√		
	1 Trained	.00 No help needed	.00 Do not need	0 No	277,694	74,813	12.1%	6.3%	73.1%	100.2%	√		
				1 Yes	10,239	3,657	0.4%	0.3%	64.3%	88.2%			
			1.00 Use - okay	0 No	54,026	9,992	2.4%	0.8%	81.5%	111.8%			
				1 Yes	3,682	704	0.2%	0.1%	80.9%	111.0%			
			2.00 More needed	0 No	19,705	5,666	0.9%	0.5%	71.2%	97.7%			
				1 Yes	1,098	1,016	0.0%	0.1%	7.4%	10.2%	√		
		1.00 Helped - okay	.00 Do not need	0 No	77,144	39,758	3.4%	3.3%	48.5%	66.5%	√	√	39,758
				1 Yes	5,073	1,755	0.2%	0.1%	65.4%	89.7%			
			1.00 Use - okay	0 No	18,608	10,197	0.8%	0.9%	45.2%	62.0%	√		
				1 Yes	5,242	3,874	0.2%	0.3%	26.1%	35.8%	√		
			2.00 More needed	0 No	9,074	5,078	0.4%	0.4%	44.0%	60.4%	√		
				1 Yes	2,944	1,907	0.1%	0.2%	35.2%	48.3%	√		
		2.00 More help needed	.00 Do not need	0 No	78,691	35,889	3.4%	3.0%	54.4%	74.6%	√	√	35,889
				1 Yes	12,820	6,825	0.6%	0.6%	46.8%	64.1%	√		

(Continued)

Table A44. Working-age people with disabilities, grouped by education level, training status, help index, aids index and difficulties with community transportation, showing numbers and percentages unemployed and not in the labour force, employed, REPR and other details (continued)

											REPR cut-off	Min. % of working age	Total % and number identified
Education	Ever taken work-related training	Help index	Aids index	Local transp. problems	Total	Unemp'd & not in labour force	% of all working age w/disab.	% of unemployed or not in labour force (w/disab.) per grouping	% employed per grouping	REPR	<75.0%	3.0%	43.3%
			1.00 Use - okay	0 No	28,991	16,122	1.3%	1.4%	44.4%	60.9%	√		
				1 Yes	6,701	3,687	0.3%	0.3%	45.0%	61.7%	√		
			2.00 More needed	0 No	10,663	7,245	0.5%	0.6%	32.1%	44.0%	√		
				1 Yes	4,411	3,080	0.2%	0.3%	30.2%	41.4%	√		
Total					2,294,716	1,189,531	100.0%	Count= 72			Count= 58	Count= 10	515,497

Table A45. Labour force status for summary groups, by degree of severity (showing percentages)

Degree of Severity		Employed	Unemployed	Not in the labour force	Total	REPR
Mild	Group 1	74.5	8.6	16.9	100.0	102.2
	Group 2	73.3	9.5	17.2	100.0	100.5
	Group 3	70.1	10.5	19.4	100.0	96.1
	Group 4	59.9	8.8	31.3	100.0	82.2
	Group 5	56.0	7.3	36.7	100.0	76.8
	Group 6	47.3	10.0	42.7	100.0	64.9
	Total	**62.1**	**8.8**	**29.1**	**100.0**	**85.1**
Moderate	Group 1	65.8	10.2	24.0	100.0	90.3
	Group 2	45.3	10.5	44.2	100.0	62.1
	Group 3	48.7	12.0	39.4	100.0	66.8
	Group 4	37.9	8.9	53.3	100.0	51.9
	Group 5	30.3	5.6	64.1	100.0	41.5
	Group 6	33.3	5.4	61.3	100.0	45.7
	Total	**37.4**	**7.4**	**55.2**	**100.0**	**51.3**
Severe	Group 1	–	–	–	–	–
	Group 2	37.4	–	55.0	100.0	51.3
	Group 3	25.3	–	68.3	100.0	34.7
	Group 4	28.1	–	60.1	100.0	38.6
	Group 5	14.6	5.6	79.8	100.0	20.0
	Group 6	16.0	7.4	76.6	100.0	22.0
	Total	**18.5**	**7.2**	**74.4**	**100.0**	**25.3**

Source: HALS 1991

Note: Percentages in cells with "–" have been suppressed because of small cell counts and high sampling variability.

Table A46. Percentages employed by summary group number and type of disability

Type of disability	Group 1	Group 2	Group 3	Group 4	Group 5	Group 6	Average
Mobility	66.4	45.7	43.8	44.6	26.7	26.5	36.0
Agility	72.7	49.6	43.2	47.6	27.9	26.5	38.1
Seeing	83.7	71.9	52.1	39.7	42.4	25.3	39.5
Hearing	78.1	62.9	56.9	68.0	47.6	36.7	56.1
Speaking	60.1	59.1	48.1	48.6	38.8	19.4	35.0
Other	59.8	49.9	42.6	44.8	33.3	23.8	37.7
- Learning disability	62.2	59.8	46.2	49.4	41.3	29.4	48.9
- Intellectual disability	49.3	74.6	34.5	40.0	46.0	25.0	49.0
- Feel limited by a mental health label	45.8	48.6	26.3	34.3	15.6	22.4	29.9

Source: HALS 1991

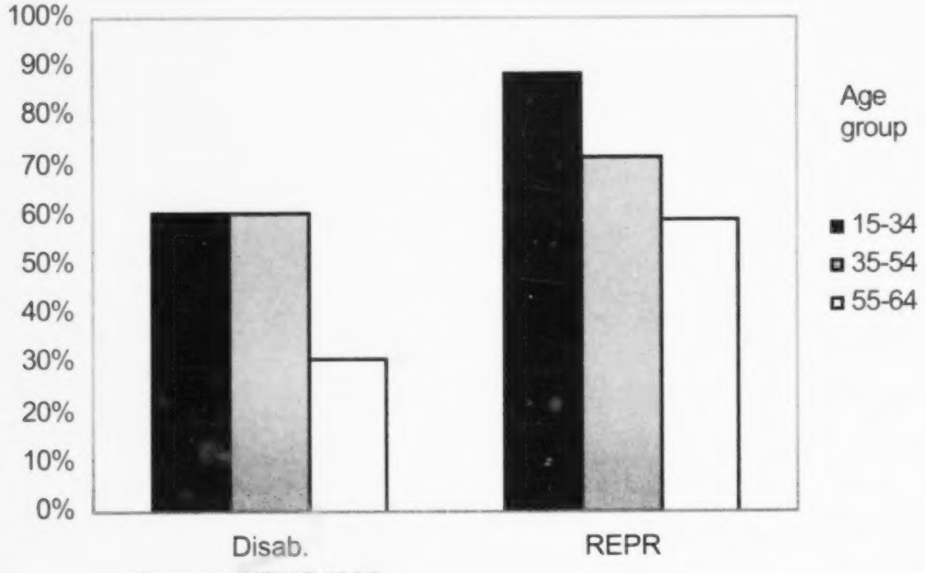
Table A47. Earnings of people with disabilities in summary groups and without disabilities, showing annual amounts and percentages, filtered for people with any employment earnings and for all working-age people (based on HALS 1991)

Summary groups (with disabilities)	Employment income	% earnings of non-disabled
With earnings		
Group 1	27,882	113.6%
Group 2	25,150	102.5%
Group 3	26,342	107.4%
Group 4	20,539	83.7%
Group 5	19,422	79.2%
Group 6	19,837	80.8%
Average: All with earnings and disabilities	**22,242**	**90.7%**
Average: All with earnings, no disabilities	**24,535**	**100.0%**
All working age (includes people with no employment income)		
Group 1	23,129	115.7%
Group 2	18,647	93.2%
Group 3	18,436	92.2%
Group 4	13,513	67.6%
Group 5	9,745	48.7%
Group 6	8,842	44.2%
Average: All with disabilities	**13,484**	**67.4%**
Average: All without disabilities	**19,999**	**100.0%**

APPENDIX 5

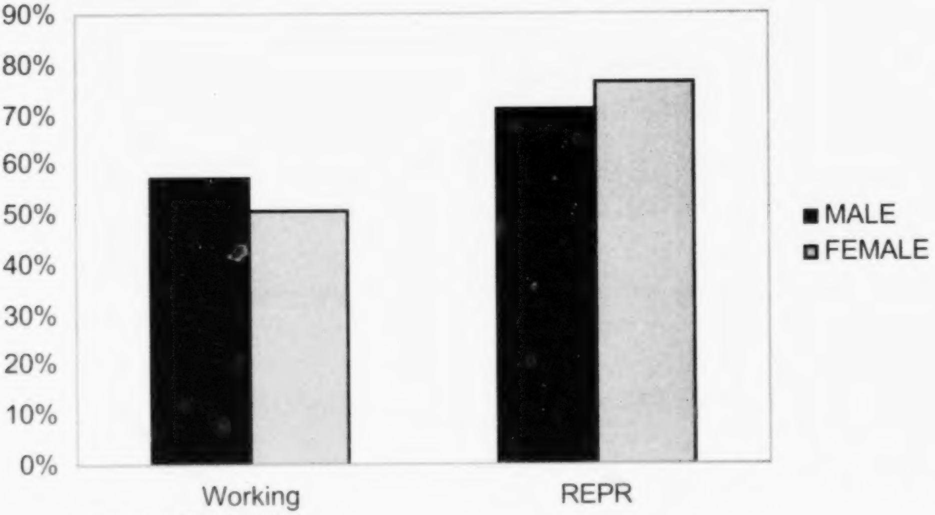
FIGURES

Figure A1. Percentage with disabilities employed, by age group, showing REPR



Source: NPHS 1998

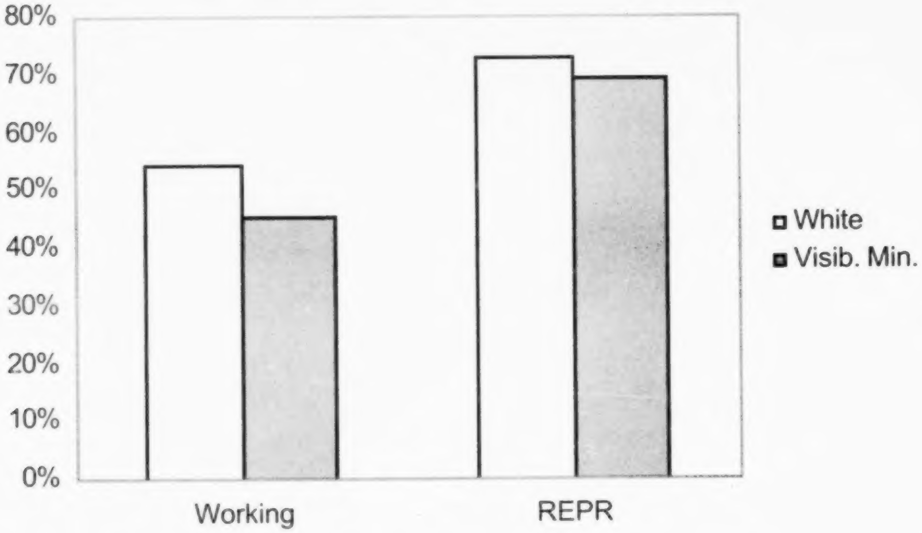
Figure A2. Percentage with disabilities employed, by gender, showing REPR



Source: NPHS 1998

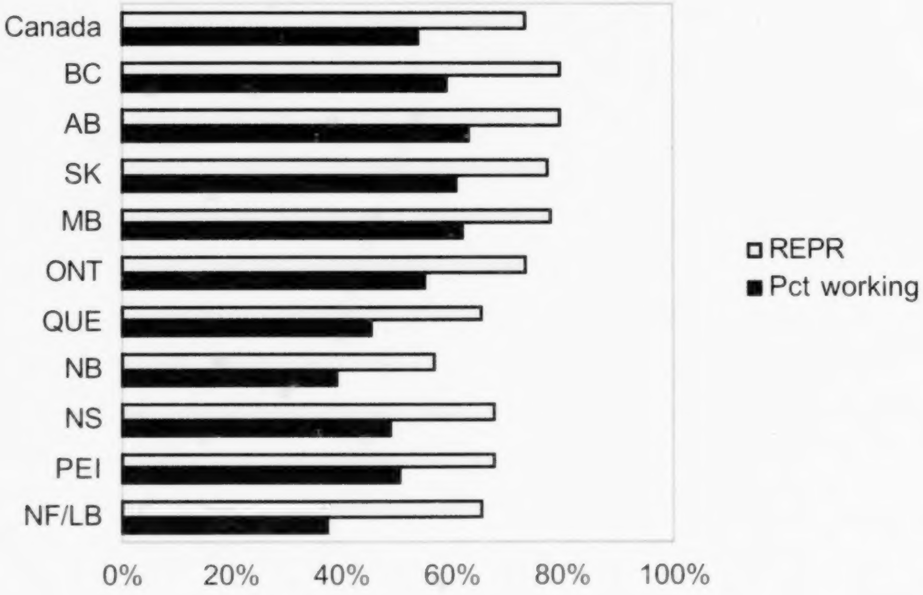
*Appendix Table 2 defines REPR, i.e., Relative Employment - Population Ratio.

Figure A3. Percentage with disabilities employed by visible minority status, showing REPR



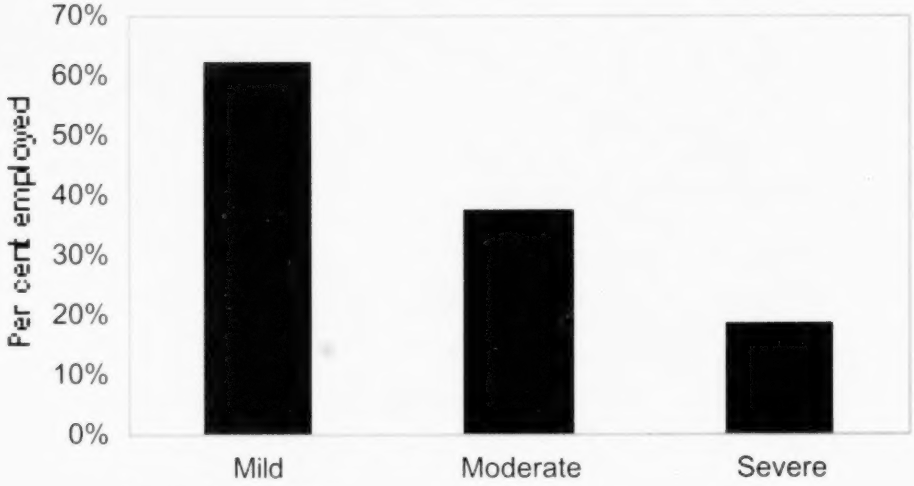
Source: NPHS 1998

Figure A4. Percentage with disabilities employed, by province, showing REPR



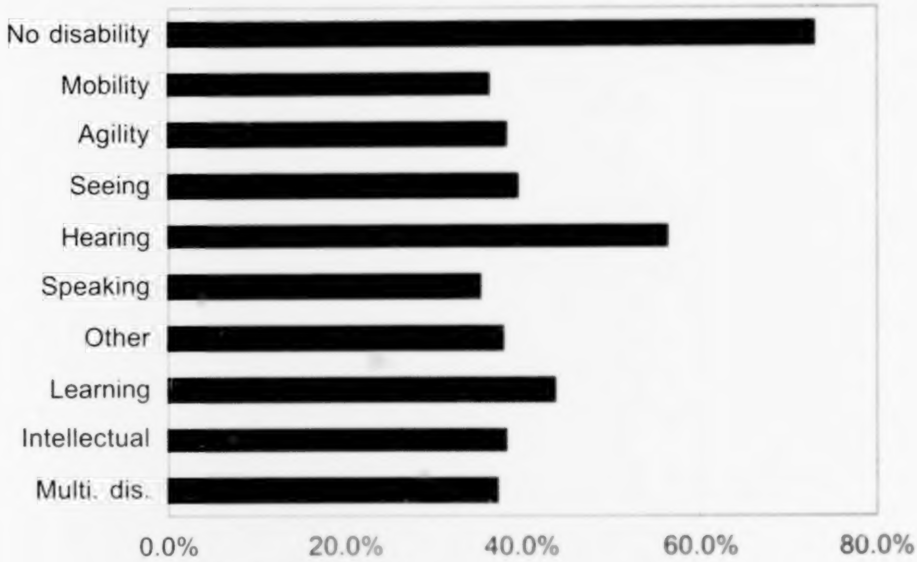
Source: NPHS 1998

Figure A5. Percentage employed by degree of disability



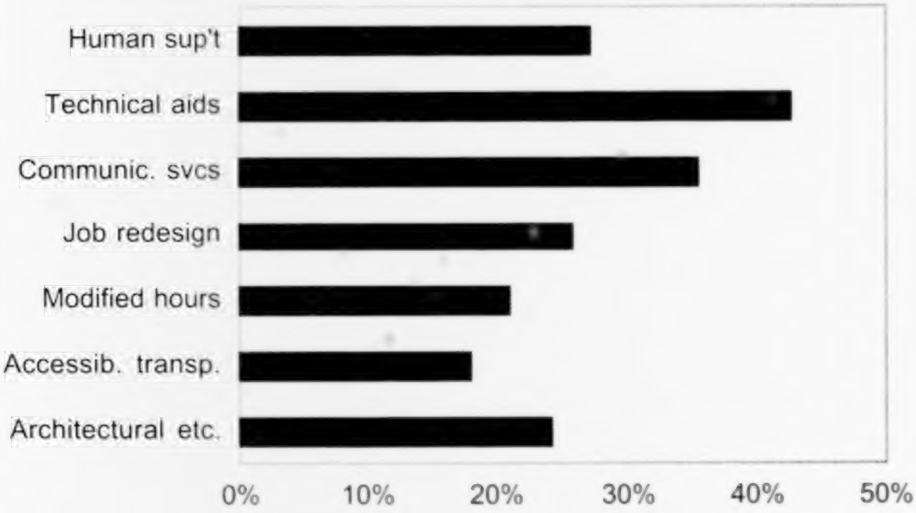
Source: HALS 1991

Figure A6. Percentage with disabilities employed, by nature of disability



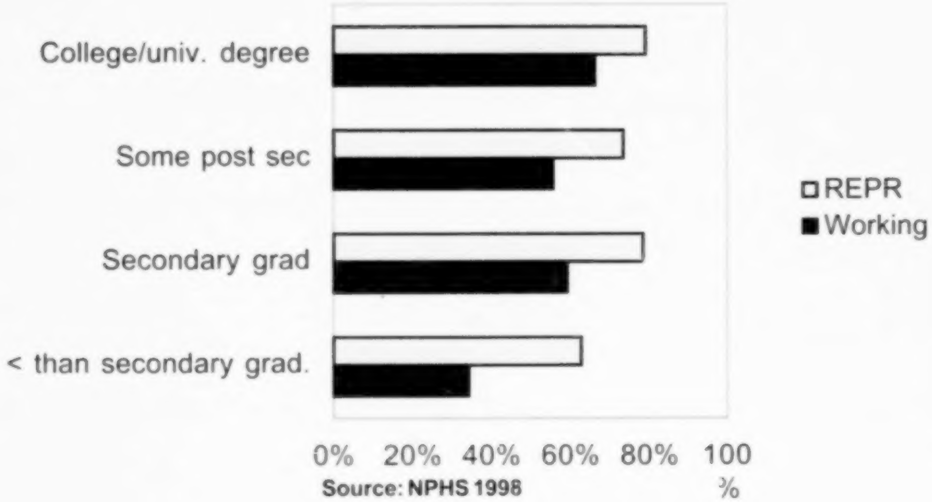
Source: HALS 1991

Figure A7. Percentage with disabilities employed, by job accommodation requirement



Source: HALS 1991

Figure A8. Percentage with disabilities employed by education level, showing REPR



Source: NPHS 1998

Figure A9. Percentage with disabilities employed, by training status

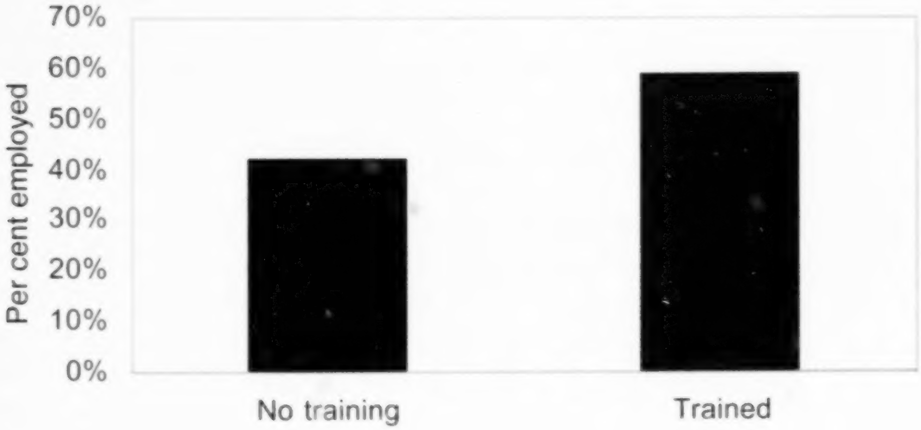
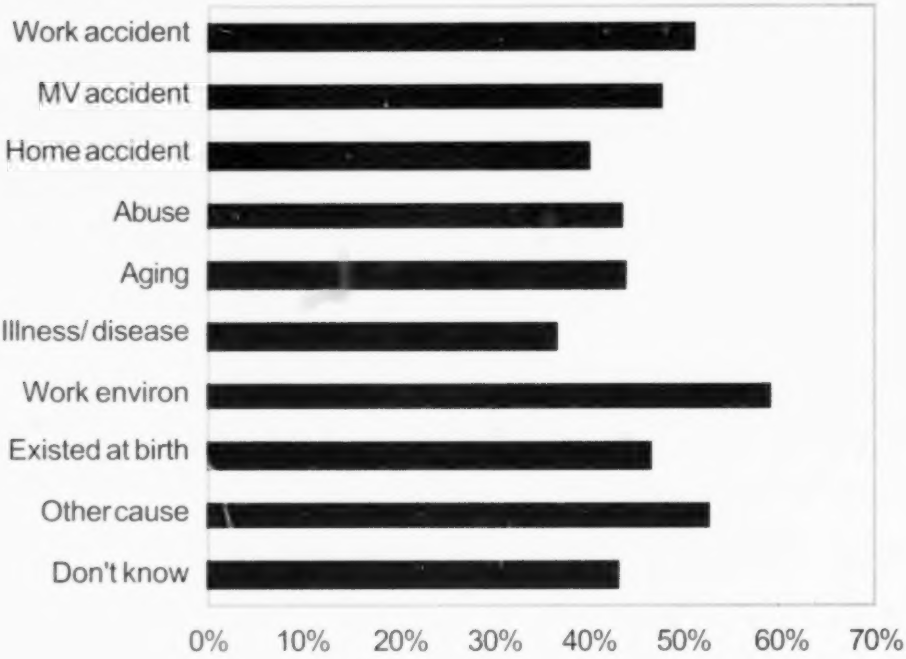
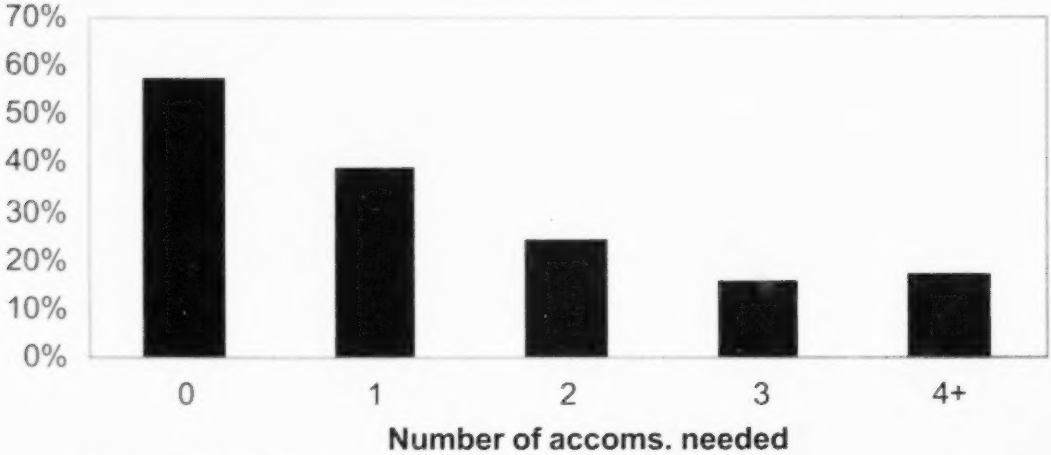


Figure A10. Percentage of people with disabilities employed, by cause of disability



Source: HALS 1991

Figure A11. Percentage of people with disabilities employed by number of job accommodations needed



Source: HALS 1991

Figure A12. Current Approach

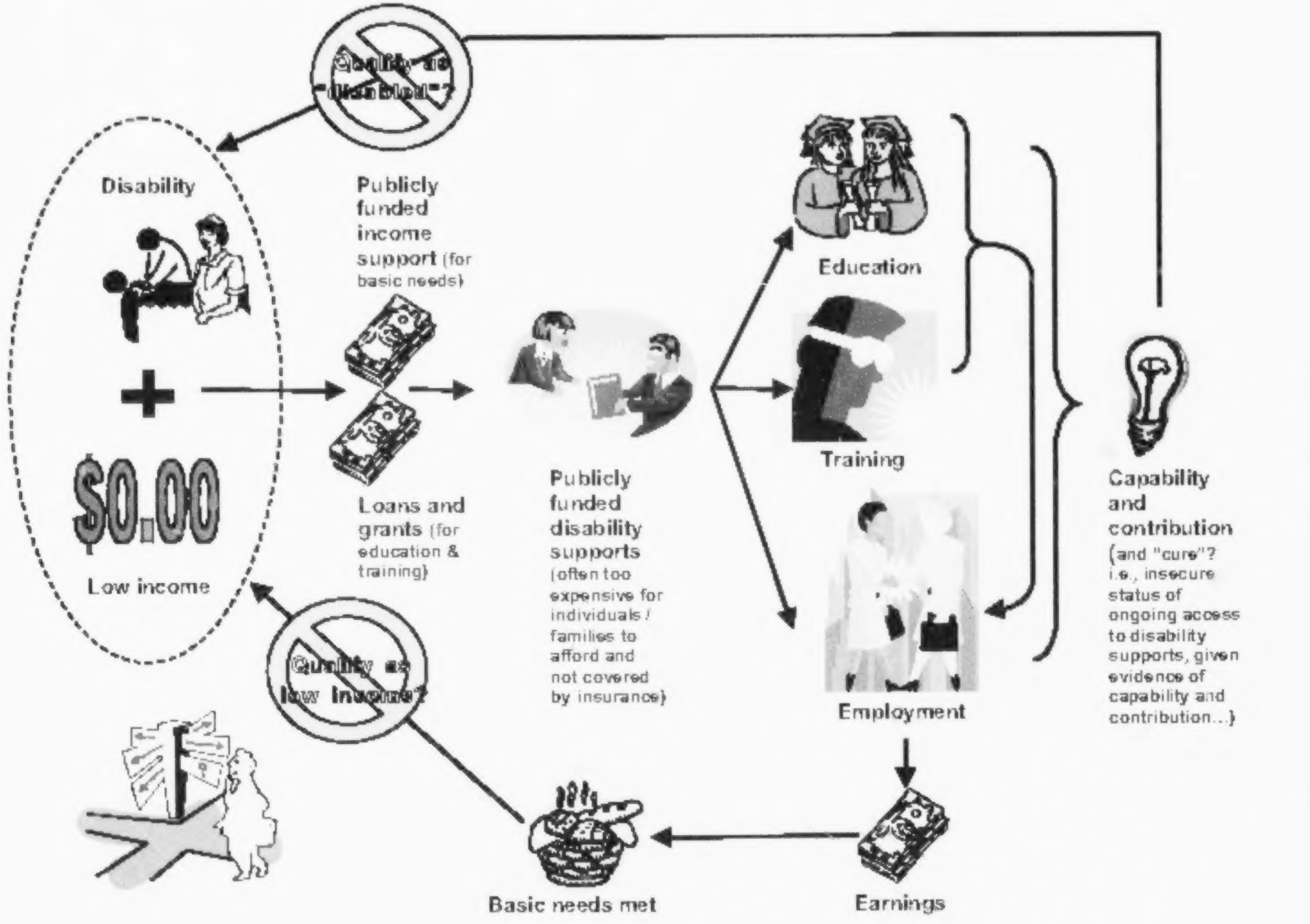
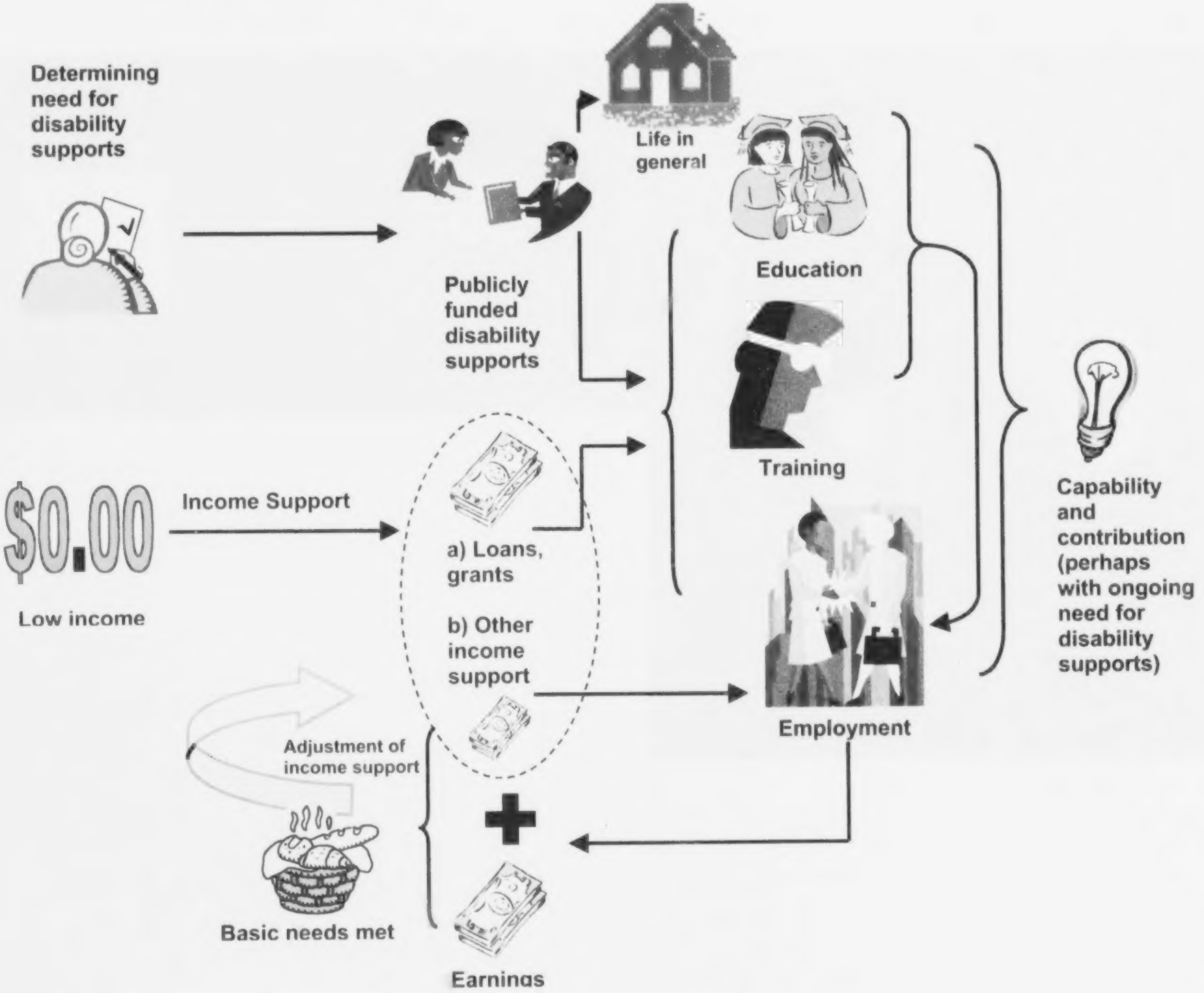

Qualify as "disabled"?
Disability
Low income
Publicly funded income support (for basic needs)
Loans and grants (for education & training)
Publicly funded disability supports (often too expensive for individuals / families to afford and not covered by insurance)
Education
Training
Employment
Earnings
Basic needs met
Qualify as low income?
Capability and contribution (and "cure"? i.e., insecure status of ongoing access to disability supports, given evidence of capability and contribution...)

Figure A13. Alternative Approach


Determining need for disability supports
Publicly funded disability supports
Life in general
Education
Training
Employment
Capability and contribution (perhaps with ongoing need for disability supports)
$0.00
Low income
Income Support
a) Loans, grants
b) Other income support
Adjustment of income support
Basic needs met
Earnings

APPENDIX 6

Selected Employment-Related Programs

This list comprises a “snapshot” of employment-related programs as of the summer/fall of 2003. Programs are frequently being modified, phased in and phased out.

FEDERAL (HUMAN RESOURCES DEVELOPMENT CANADA)

Sub-theme	***Employment support***
Program Name	Electronic Labour Exchange (ELE)
Targeted Beneficiaries	Employers and potential employees
Description	Provides electronic infrastructure for employers to search for possible employees; allows individuals looking for work to advertise their availability.

Sub-theme	***Employment training and support***
Program Name	Canada Business Service Centres
Targeted Beneficiaries	Any interested party
Description	Provides information on business-related government programs, services and regulations for individuals wishing to start or improve a business venture.

Sub-theme	***Employment training and support***
Program Name	Self-Employment
Targeted Beneficiaries	Persons with disabilities
Description	Assists individuals to prepare for, obtain and maintain employment. Provides unemployed EI-eligible individuals with

financial support, planning assistance and mentoring while starting a business.

Sub-theme	***Employment training and support***
Program Name	Skills Development
Targeted Beneficiaries	Persons eligible to receive EI benefits
Description	Assists individuals in obtaining the skills necessary for employment, ranging from basic to advanced skills, by providing direct financial assistance to enable participants to select, arrange and pay for their own training.

Sub-theme	***Return-to-work; training and support; employment placement***
Program Name	Job Creation Partnership
Targeted Beneficiaries	Persons who face barriers to employment
Description	Assists individuals to prepare for, obtain and maintain employment. Provides EI-eligible persons with work experience on projects developed in partnership with the community.

Sub-theme	***Return-to-work; training and support; employment placement***
Program Name	Opportunities Fund for Persons with Disabilities
Targeted Beneficiaries	Persons with disabilities
Description	Assists persons with disabilities in preparing for, obtaining, and keeping employment or becoming self-employed. Supports activities such as: encouraging employers to hire workers with disabilities, increasing employment skills, providing work experience.

Sub-theme	***Return-to-work; training and support; employment placement***
Program Name	Targeted Wage Subsidies
Targeted Beneficiaries	Persons who face barriers to employment
Description	Assists individuals to prepare for, obtain and maintain employment; enables employers to hire individuals who face barriers to employment by offering temporary wage subsidies. Assists individuals experiencing difficulty in finding work to benefit from on-the-job work experience.

FEDERAL (HRDC)/PROVINCIAL

Sub-theme	***Adult education and training***
Program Name	Canada Study Grants
Targeted Beneficiaries	Students with disabilities and high-need part-time students
Description	Grants of up to $8,000.00 per year covers exceptional costs for services and equipment such as tutors; interpreters (oral, sign); attendant care for studies; specialized transportation; learning disability assessments; note takers; readers and Braillers.

Sub-theme	***Return-to-work; training and support; employment placement***
Program Name	Employability Assistance for People with Disabilities (EAPD)
Targeted Beneficiaries	Persons with disabilities
Description	Funds are provided to provinces that design and deliver programming consistent with five-year bilateral agreements. Main objective is to enhance the economic participation of working-age adults with disabilities by helping them prepare for, attain and retain employment.

FEDERAL (WESTERN ECONOMIC DIVERSIFICATION CANADA)

Sub-theme	***Employment training and support***
Program Name	Entrepreneurs with Disabilities Program
Targeted Beneficiaries	Rural entrepreneurs with disabilities
Description	Directed at residents of western provinces who have a disability and wish to be self-employed, through help with business plans, mentoring and counselling and access to capital.

Sub-theme	***Employment training and support; job creation***
Program Name	Community Futures Development Corporations
Targeted Beneficiaries	People in rural Western Canada
Description	Responsible for the Entrepreneurs with Disabilities Program; provides local strategic economic planning,

technical and advisory services to businesses, loans to small and medium-sized businesses, self-employment assistance programs and services targeted to youth and persons with disabilities.

ALBERTA (LEARNING)

Sub-theme	***Adult education, training and support***
Program Name	Transitional Vocational Training
Targeted Beneficiaries	Persons with developmental disabilities who are unemployed
Description	A 40-week program that includes up to 28 weeks of community-based work experience. Teaches effective work habits, attitudes and job skills. Students receive placement assistance through the program or are referred to local placement agencies.

Sub-theme	***Education and training***
Program Name	Disabled Student Services
Targeted Beneficiaries	Students with disabilities
Description	Available through colleges and universities, provides services to students with disabilities through various education and training-related programs.

ALBERTA (DEPARTMENT OF HUMAN RESOURCES AND EMPLOYMENT)

Sub-theme	***Employment training and support***
Program Name	Career and Employment Assistance Services (CEAS)
Targeted Beneficiaries	Unemployed residents of Alberta
Description	Provides direct assistance (not financial support) to prepare individuals for transition from school to work, or from unemployment to the labour market. Services include: job market information, job market exchange, and self-help tools, career advice, group workshops, exposure courses, job placement services, individual and group counselling sessions, diagnostic services, work-ability assessment. Funding is available for special expenses related to disability.

Sub-theme	*Employment training and support*
Program Name	Self-employment Program
Targeted Beneficiaries	Unemployed residents of Alberta who have access to start-up capital
Description	Provides instruction in business plan development, one-to-one business counselling, guidance and follow-up before the start-up of a personal business. Includes support for special expenses related to disability (assistance available up to 26 weeks).
Sub-theme	*Employment training and support*
Program Name	Skills for Work Program
Targeted Beneficiaries	Unemployed residents of Alberta who may face barriers to employment
Description	Provides workers with life management skills, occupational training, academic upgrading and work experience needed for jobs in demand. Support services are provided up to six months after completion of the program. Funding is available for special expenses related to disability, and living expenses may be paid for those on EI or Social Assistance.
Sub-theme	*Employment training and support*
Program Name	Training on the Job
Targeted Beneficiaries	Unemployed persons who face barriers to employment; employers able to deliver required training and support
Description	Aids people in learning job skills and gaining experience in the labour Market. Participants work for up to one year while prospective employers are reimbursed (up to 70 per cent of costs) for the job training provided.
Sub-theme	*Employment training and support*
Program Name	Skills Development Program
Targeted Beneficiaries	Persons who are unemployed, financially disadvantaged or in need of basic education or training
Description	Services include: apprenticeship training, short-term skills training, and basic foundation skills upgrading courses (i.e. academic upgrading, literacy, numeracy, ESL, life management and pre-careers training).
Sub-theme	*Employment training and support*
Program Name	Disability-Related Employment Supports

Targeted Beneficiaries	Residents with disabilities who have graduated from grade 12
Description	Provides workplace, job search and educational supports as well as any necessary assistive technology to enable employment.

Sub-theme	*Employment training and support*
Program Name	Alberta Jobs Corps
Targeted Beneficiaries	Residents of Alberta receiving Social Assistance
Description	Available in the North, Edmonton and Calgary, provides access to employment development instruction, shop work projects, community work projects and other work placement opportunities. A wage subsidy is provided by the Department of Family and Social Services.

ALBERTA (BOARD FOR PERSONS WITH DEVELOPMENTAL DISABILITIES)

Sub-theme	*Employment Supports/Adult Education and Training*
Program Name	Employment Preparation Supports
Targeted Beneficiaries	Persons with disabilities
Description	Designed to assist individuals in developing skills for employment and exploring the world of work.

Sub-theme	*Employment training and support*
Program Name	Employment Placement Supports
Targeted Beneficiaries	Persons with disabilities
Description	Designed to help individuals to maintain employment/self-employment.

BRITISH COLUMBIA (MINISTRY OF HUMAN RESOURCES)

Sub-theme	*Job placement*
Program Name	Employment Services – Job Placement Program
Targeted Beneficiaries	Residents receiving or applying for income assistance who are ready to work
Description	Finds long-term employment for eligible individuals and provides ongoing support for up to 19 months.

Sub-theme	***Adult training and education; Employment training and support***
Program Name	Employment Program for Persons with Disabilities (EPPD) – Pre-employment services
Targeted Beneficiaries	Persons with disabilities
Description	Offers a supportive environment for persons with disabilities to build their confidence and motivation. Provides access to training in computer skills and interview preparation.

Sub-theme	***Employment training and support***
Program Name	Employment Program for Persons with Disabilities (EPPD) – Planning and Employment Services
Targeted Beneficiaries	Persons with disabilities
Description	Provides services such as job/task analysis, assisted job search, job coaching and placement, follow-up services and employment crisis services for those already employed.

Sub-theme	***Employment training and support***
Program Name	Employment Program for Persons with Disabilities (EPPD) – Self-employment Services
Targeted Beneficiaries	Persons with disabilities
Description	Assists individuals to assess their ability to run their own businesses and identify financing options (available January 2004).

Sub-theme	***Employment training and support***
Program Name	Employment Program for Persons with Disabilities (EPPD) – Disability Supports for Employment
Targeted Beneficiaries	Persons with disabilities actively engaged in employment or employment-related activities
Description	Provides goods and services required for training and employment activities including, but not limited to: interpreter services for the deaf; adapted computer technology; transportation (including vehicle modifications); workplace modifications; readers and note takers and job coaching.

Sub-theme	***Employment training and support***
Program Name	Employment Services – Vocational Rehabilitation Services

Targeted Beneficiaries	Residents of British Columbia with permanent disabilities
Description	Services include: assessment and counselling, career planning, technical and vocational training, financial assistance, restorative and technical aids, work-related modifications to vehicles, employment placement assistance (including modifications to work sites, small tools or equipment, specialized equipment), services required during a vocational crisis and follow-up goods and services.

Sub-theme	***Employment training and support***
Program Name	Employment Services – Training Initiative Benefits
Targeted Beneficiaries	Residents of British Columbia with permanent disabilities
Description	Objective of the program is to enhance the employability skills of persons with disabilities through volunteer placements. Provides up to $50 per month for six months in order to cover expenses related to volunteering.

BRITISH COLUMBIA (MINISTRY OF ADVANCED EDUCATION)

Sub-theme	***Employment training and support***
Program Name	Adult Special Education Program
Targeted Beneficiaries	Adults with disabilities
Description	Services include: employment preparation, vocational skills training, academic skills development and personal success skills development.

Sub-theme	***Employment training and support***
Program Name	Services for Students with Disabilities
Targeted Beneficiaries	Current or potential post-secondary students with disabilities
Description	Services differ between institutions, but generally include: transition services and liaison support, support services such as interpreters, readers, note takers, counselling, special equipment and other resources.

Sub-theme	*Employment training and support*
Program Name	Technology and Services Support Program (TSSP)
Targeted Beneficiaries	Current or potential post-secondary students with disabilities
Description	Program offerings include Canada Study Grants of up to $5,000 per year, provincial grants of up to $12,000 per year (through the Assistance Program for Students with Permanent Disabilities) and loan and support of adaptive technology.

BRITISH COLUMBIA (MINISTRY OF CHILDREN AND FAMILY DEVELOPMENT)

Sub-theme	*Employment training and support*
Program Name	Supported Work Program
Targeted Beneficiaries	Residents of British Columbia who have developmental disabilities
Description	Services may consist of employment counselling, career planning, transition planning and support, crisis intervention, retraining, employer recruitment and follow-up and job supervision.

MANITOBA (CITY OF WINNIPEG)

Sub-theme	*Employment training and support*
Program Name	Winnipeg Labour Force Development Program - Job Training Links
Targeted Beneficiaries	Individuals who face significant barriers to employment
Description	Provides training and work experience for employable Social Assistance recipients and other unemployed persons who need long-term or intensive assistance to overcome barriers to employment.

MANITOBA (EDUCATION, CITIZENSHIP AND YOUTH)

Sub-theme	*Employment training and support*
Program Name	Community Based Employability Projects
Targeted Beneficiaries	Community organizations; persons with disabilities who receive Social Assistance

Description	Provides funding to non-profit community organizations for the delivery of training and employment projects for people with disabilities who receive Social Assistance.

Sub-theme	***Employment training and support***
Program Name	Partners With Youth Program
Targeted Beneficiaries	Individuals with disabilities and other designated groups
Description	Program provides entry level career opportunities for unemployed youth or recent graduates; includes a minimum of 25 regular hours of employment per week; must not result in the lay-off, reduction of hours or dismissal of any current employees or replace employees who have previously been laid-off or dismissed; includes wage subsidy from Manitoba Education and Training.

Sub-theme	***On-the-job training and support***
Program Name	Career Options for Students with Disabilities
Targeted Beneficiaries	Students with disabilities
Description	Places students in career-related jobs within provincial government Departments. Assists students to make transition from school to work and provides them with career exploration opportunities to assist in career planning. Post-secondary students are able to use and expand existing skills and develop new ones while high school students are able to experience their first jobs.

Sub-theme	***Student employment training and support***
Program Name	Work Experience - Special Materials Services
Targeted Beneficiaries	Students with disabilities
Description	A school-year work experience placement which provides students with an opportunity to earn school credits and gain skills necessary for future success in the workplace. The Blind/Visually Impaired Unit of the Student Services Branch provides educational support services for students in Manitoba schools who are blind or visually impaired. Supports are intended to provide students with the resources that are required to allow them to participate in educational programs along with sighted peers.

Sub-theme	***Student employment training and support***
Program Name	Student Temporary Employment Program (STEP) - Special Materials Services
Targeted Beneficiaries	Any interested student (including students with disabilities)
Description	As part of the STEP Program, Special Materials Services ensures students with visual disabilities are able to fully participate through availability of alternative format learning material (Braille, audio tape, large print, etc.).

MANITOBA (FAMILY SERVICES AND HOUSING)

Sub-theme	***Adult education and training***
Program Name	Building Independence Program: Literacy, Upgrading and English as a second language
Targeted Beneficiaries	Persons in need of reading, writing, communication and numeracy skills
Description	Provides basic education for adults, through Adult Learning Centres.

Sub-theme	***Employment training and support***
Program Name	Vocational Rehabilitation
Targeted Beneficiaries	Persons with developmental, learning, physical, or psychiatric disabilities
Description	Services include assessment, vocational planning, counselling, work training, job search and follow-up. Also funds disability-related supports, e.g., technical aids and equipment, tuition, books and supplies, transportation and interpreters.

Sub-theme	***Employment training and support***
Program Name	Training on the Job
Targeted Beneficiaries	Employers/Persons with disabilities
Description	Provides wage subsidy of up to 50 per cent to an employer who hires a person with a disability. Maximum duration is one year, however training on-the-job is usually developed in three- to six-month time frames. Programs are available through Career Options for students with disabilities, and made available through individual employers.

Sub-theme	*Employment training and support*
Program Name	Work Training
Targeted Beneficiaries	Individuals with disabilities
Description	Provides practical, on-site job training for adults with disabilities. Work training may be up to one year in duration. Extensions are possible depending on individual situations. While wage subsidies are not available, employers may be reimbursed for direct costs such as special equipment, tools or work-site modification.

NEW BRUNSWICK (DEPARTMENT OF EDUCATION)

Sub-theme	*Adult education and training*
Program Name	Literacy New Brunswick Inc.
Targeted Beneficiaries	People with specific learning and literacy needs
Description	Literacy coordinators, working out of community college campuses, work with community groups to help them organize literacy programming.

NEW BRUNSWICK (OFFICE OF HUMAN RESOURCES)

Sub-theme	*Employment equity*
Program Name	Equal Employment Opportunity Program
Targeted Beneficiaries	Persons with disabilities, Aboriginals and other visible minorities
Description	Attempts to ensure equal access to employment within the New Brunswick Public Service. Also involved in job creation and student summer employment.

NEW BRUNSWICK (TRAINING AND EMPLOYMENT DEVELOPMENT)

Sub-theme	*Employment supports*
Program Name	Visible Abilities Registry
Targeted Beneficiaries	Unemployed, job-ready persons with disabilities
Description	The program consists of a computer data bank which contains the names of individuals with disabilities who

are skilled and job-ready, and a marketing process that provides information and training sessions for employers. Also involved in the coordination of financial incentives for employers and funding of special equipment or modifications.

Sub-theme	***Employment training and support***
Program Name	Employment Assistance Services (EAS)
Targeted Beneficiaries	Persons who have disabilities and/or who face barriers to employment
Description	Provides (for example) job search assistance and resources, job-ready preparedness programs, individualized employment counselling and employment action plan development.

Sub-theme	***Employment training and support***
Program Name	Employment Services for Persons with Disabilities
Targeted Beneficiaries	Job-ready persons with disabilities
Description	Provides various supports to employers and potential employees (e.g. registry of job-ready persons with disabilities) in order to facilitate the long-term employment of persons with disabilities.

NEW BRUNSWICK (FAMILY AND COMMUNITY SERVICES)

Sub-theme	***Employment training and support***
Program Name	Training and Employment Support Services (TESS)
Targeted Beneficiaries	Persons who have disabilities and/or who face barriers to employment
Description	Provides (for example) assistance to attend a job search workshop or job fair, assistance to orient to a new job or workplace, ergonomic aids to assist in training or employment, enterprise planning and development to prepare for self-employment.

CANADA (PUBLIC SERVICE COMMISSION)/ NEWFOUNDLAND AND LABRADOR (TREASURY BOARD – EMPLOYMENT EQUITY AND STRATEGIC INITIATIVES DIVISION)

Sub-theme	*Employment training and support*
Program Name	JEEPS (Job Experience and Employment in the Public Service) Program
Targeted Beneficiaries	Persons with disabilities
Description	Similar to the Opening Doors program, but specific to the federal rather than provincial Public Service.

NEWFOUNDLAND AND LABRADOR (HUMAN RESOURCES AND EMPLOYMENT)

Sub-theme	*Adult education and training*
Program Name	Post Secondary Programs – Dept. of Education
Targeted Beneficiaries	Individuals with disabilities
Description	Provides support for integration of clients with disabilities in all training courses of the public college system.

Sub-theme	*Employment training and support*
Program Name	NewfoundJOBS
Targeted Beneficiaries	Individuals in receipt of income support, who are not eligible for EI and who are "ready to work"
Description	Provides job counselling, job search, short-term training and wage subsidies.

Sub-theme	*Employment training and support*
Program Name	Wage subsidy programs
Targeted Beneficiaries	Individuals with low levels of work experience
Description	Available to assist employers to employ individuals with little previous work experience.

NEWFOUNDLAND AND LABRADOR (TREASURY BOARD - EMPLOYMENT EQUITY AND STRATEGIC INITIATIVES DIVISION)

Sub-theme	***Employment and career counselling***
Program Name	St. John's Enabling Resource Centre
Targeted Beneficiaries	Persons with disabilities
Description	Employment resource centre that provides services accessible to person with physical and intellectual disabilities (through adaptive technology and disability awareness). Outside of St. John's, some services are available via the Internet.

Sub-theme	***Employment counselling***
Program Name	Employment and E-mail Counsellor Online
Targeted Beneficiaries	Any interested party
Description	Trained counsellors available via e-mail provide help with résumé building, job searching, interviewing, etc.

Sub-theme	***Employment support and job placement***
Program Name	Client Registry
Targeted Beneficiaries	Persons with disabilities
Description	Database system containing names and relevant information of persons with disabilities who are seeking and available for employment (i.e. who are clients of the Employment Equity and Strategic Initiatives Division).

Sub-theme	***Employment training and support***
Program Name	Information for managers and employers
Targeted Beneficiaries	Employers interested in hiring persons with disabilities
Description	Provides information, support and learning/information materials to individuals and businesses interested in employing people with disabilities.

Sub-theme	***Employment training and support***
Program Name	Opening Doors Program
Targeted Beneficiaries	Persons with disabilities
Description	Supported by Employment Equity legislation, consists of 55 full-time, permanent employment positions with

the Newfoundland and Labrador provincial Public Service, designated to persons with disabilities who are qualified for specific positions.

NORTHWEST TERRITORIES (EDUCATION, CULTURE AND EMPLOYMENT)

Sub-theme	***Adult education and training***
Program Name	Building Essential Skills
Targeted Beneficiaries	Individuals who are unemployed
Description	Provides training and certification for individuals to develop marketable job skills.

Sub-theme	***Adult education and training***
Program Name	Investing in People
Targeted Beneficiaries	Individuals receiving income support
Description	Assists income support clients in achieving self-sufficiency through education or work experience and support services.

Sub-theme	***Adult education and training***
Program Name	Northern Skills Development Program (NSDP)
Targeted Beneficiaries	Interested individuals
Description	Consists of education-focused projects that are delivered by Aurora College and Nunavut Arctic College. May include traditional knowledge, Aboriginal language instruction, recreation or other cultural activities.

Sub-theme	***Adult education and training***
Program Name	Training on-the-job
Targeted Beneficiaries	Individuals in need of educational upgrading
Description	Assists northern residents in obtaining the skills needed for permanent, meaningful employment. Training may be on-site, institutional, or a combination of both for up to two years. Training must lead to permanent employment with the employer. Wage subsidies are available.

Sub-theme	*Education and training*
Program Name	NWT Literacy Strategy
Targeted Beneficiaries	Persons with disabilities
Description	Provides support and training to individuals in need of basic educational services, especially regarding literacy.

Sub-theme	*Employment training and support*
Program Name	Work Activity Projects
Targeted Beneficiaries	Individuals seeking employment
Description	Employment or skills-focused projects delivered by community-based organizations. Past projects have included career counselling and job coaching, traditional skills taught on the land, work experience, job preparation, or specific skill development in career programs such as office skills and trades.

NOVA SCOTIA (EDUCATION)

Sub-theme	*Adult education and training*
Program Name	Nova Scotia School for Adult Learning
Targeted Beneficiaries	Individuals in need of education upgrading
Description	Supports the delivery of adult education programs from basic literacy to high school through community organizations, school boards and colleges.

Sub-theme	*Adult education and training*
Program Name	Rehabilitation Programs and Services
Targeted Beneficiaries	People with disabilities
Description	Provides training and rehabilitation services to individuals in need; wage subsidies are available.

Sub-theme	*Adult education and training and employment support*
Program Name	Career and Transition Services
Targeted Beneficiaries	Adults looking for work, upgrading, or job change
Description	Provides career planning, career change and job loss transition programs and services to adults who are looking for a job, returning to school, changing jobs or deciding on a career direction.

Sub-theme	***Education and training***
Program Name	Ergonomist
Targeted Beneficiaries	Persons with disabilities
Description	Provides professional ergonomic advice to students, instructors and employers which affects performance and lessens anxiety and problems in educational and work environments.

Sub-theme	***Employment training and support***
Program Name	Apprenticeship Training
Targeted Beneficiaries	Any interested party
Description	Training program which combines periods of in-school training with extensive supervised on-the-job work experience. It allows you to earn a wage while you learn the skills of the trade that you have chosen.

NOVA SCOTIA (PUBLIC SERVICE COMMISSION)

Sub-theme	***Employment training and support***
Program Name	Mentorship Programs
Targeted Beneficiaries	Individuals with disabilities
Description	A number of employment initiatives (such as Career Starts) have mentorship programs in place to show young employees the ropes. The Career Starts program includes mentoring in its curriculum to help interns adjust to life in the workplace and in the provincial government. Each intern is assigned a mentor who acts as a guide, role model and advisor during the internship placement.

Sub-theme	***Employment training and support***
Program Name	Career Starts — Summer Diversity Program
Targeted Beneficiaries	Individuals with disabilities and other designated groups
Description	Aboriginal, Black and other visible minority students, students with disabilities and female students pursuing non-traditional studies related to applied sciences, trades and technology careers are encouraged to apply for this program.

ONTARIO (MINISTRY OF CITIZENSHIP)

Sub-theme	***Employment training and support; community inclusion***
Program Name	Partnership Incentive Fund
Targeted Beneficiaries	Persons with disabilities
Description	Includes the Community AccessAbility Program; EnAbling Change Program; partnerships with the Greater Toronto Hotel Association and the Ontario Parks Association. Aims to improve community and employment access for people with disabilities.

ONTARIO (MINISTRY OF COMMUNITY AND SOCIAL SERVICES)

Sub-theme	***Employment training and support***
Program Name	Ontario Disability Support Program (ODSP) Employment Supports
Targeted Beneficiaries	Persons with disabilities
Description	May provide planning assistance and training, technical aids such as mobility devices and reading aids, access to interpreters, readers, note takers, job coaching and transportation assistance.

Sub-theme	***Employment training and support***
Program Name	Ontario Works
Targeted Beneficiaries	Individuals receiving Social Assistance
Description	Provides financial and employment assistance to single people, couples with and without children and sole support parents. People with disabilities who do not qualify for the Ontario Disability Support Program would apply for assistance under this program.

ONTARIO (MINISTRY OF EDUCATION; MINISTRY OF TRAINING, COLLEGES AND UNIVERSITIES)

Sub-theme	***Adult education and training***
Program Name	Literacy and Basic Skills (LBS) Program
Targeted Beneficiaries	Adults in need of assistance in developing literacy skills

Description	Objectives are to: support lifelong learning through a seamless adult education system; support literacy agencies in providing services; design literacy services for adults most in need; ensure accountability to government, to the public and to learners; foster closer links between literacy training and employment.

Sub-theme	***Employment training and support***
Program Name	Job Connect
Targeted Beneficiaries	Individuals who are out of school and seeking employment
Description	Offers three main services: Information and Referral; Employment Planning and Preparation; Job Development Placement Supports.

Sub-theme	***Employment training and support***
Program Name	Training Hotline
Targeted Beneficiaries	Any interested party
Description	Access point for information on all Ontario government training and employment programs. Provides guidance, detailed information and referrals to related programs and services. Resources include information on employment training programs offered by other levels of government, as well as community agencies.

ONTARIO (WORKPLACE SAFETY AND INSURANCE BOARD)

Sub-theme	***Rehabilitation, employment training and support***
Program Name	Workplace Safety and Insurance Board
Targeted Beneficiaries	Individuals returning to work after injury
Description	Responsible for workplace safety and successful return-to-work after injury.

CANADA/PRINCE EDWARD ISLAND

Sub-theme	***Employment support, information and training***
Program Name	Canada/Prince Edward Island Business Service Centre
Targeted Beneficiaries	Any interested party
Description	Purpose is to improve and simplify access to

government programs, services and information, and includes business guides, tools for starting small businesses, and information on government programs and services.

Sub-theme	***Employment training and support***
Program Name	Small Business Employee Support Program
Targeted Beneficiaries	Individuals who are eligible for EI
Description	Provides participants with skills and on-the-job work experience that will help prepare them for long-term employment.

PRINCE EDWARD ISLAND (DEPARTMENT OF EDUCATION)

Sub-theme	***Education and training, employment support***
Program Name	Adult Connections in Education (ACE)
Targeted Beneficiaries	Young adults with intellectual disabilities
Description	Provides an inclusive, post-secondary education program for young adults with intellectual disabilities at the University of Prince Edward Island (UPEI). Combines class work with real life experience. Students attend UPEI from September to April; during summer months, they are placed in employment and volunteer positions.

Sub-theme	***Employment training and support***
Program Name	Job Creation Program
Targeted Beneficiaries	Individuals receiving Social Assistance
Description	Provides job placement training to improve and develop employment skills. Wage and training subsidies are available to educators and employers.

Sub-theme	***Employment training and support***
Program Name	Strategy for Adult Literacy and Education
Targeted Beneficiaries	Adults in need of educational upgrading
Description	Attempts to provide a comprehensive system of learning assessment and literacy education for adults.

QUÉBEC (EMPLOI–QUÉBEC)

Sub-theme	***Employment support***
Program Name	Clubs de recherche de l'emploi
Targeted Beneficiaries	Unemployed individuals in search of employment
Description	Provides a forum for individuals to help each other in their respective job searches. Facilitators are contracted through the Quebec government and must be managed by a non-profit board. Groups consist of three facilitators and 10 to 15 participants.

Sub-theme	***Employment training and support***
Program Name	Entreprises d'insertion (organisations d'aide à l'emploi)
Targeted Beneficiaries	Individuals (age 16 to 35) who may face barriers to employment and who are at high risk of unemployment
Description	Provides employment experience and develops skills that will transfer to future work experiences. Available are services such as employment and emotional counsellors, secretarial support, education and training and aid in job searching.

Sub-theme	***Employment training and support***
Program Name	Formation et intégration en emploi pour personnes handicapées
Targeted Beneficiaries	Persons with disabilities
Description	Funded partially through Emploi Québec, provides employment and training services to enable labour force participation of persons with disabilities

Sub-theme	***Employment training and support***
Program Name	Mésure de formation de la main-d'oeuvre
Targeted Beneficiaries	Any interested party
Description	Funds programs through employers which aid in learning employment skills, as well as basic/vocational education, literacy, acquisition of a second language, etc.

Sub-theme	***Employment training and support***
Program Name	Subventions salariale – Volet insertion en emploi
Targeted Beneficiaries	Individuals receiving Social Assistance or who are at high risk of prolonged unemployment

Description	Administered through local centres of employment, places individuals in work placements meant to provide experience and training that is transferable to future employment. Wage subsidies are provided to employers.

QUÉBEC (MINISTÈRE DE L'EMPLOI ET DE LA SOLIDARITÉ SOCIALE)

Sub-theme	***Employment and transition support***
Program Name	Action Emploi – Mésures de réintégration à l'emploi
Targeted Beneficiaries	Individuals who have been in receipt of Social Assistance for 36 out of 45 months
Description	Provides financial assistance to individuals making the transition from income support to the workforce, over and above what the individual earns from employment. Available for a maximum of 36 months.

SASKATCHEWAN (DEPARTMENT OF COMMUNITY RESOURCES AND EMPLOYMENT)

Sub-theme	***Adult education and training***
Program Name	Provincial Training Allowance
Targeted Beneficiaries	Lower income families and families on social assistance
Description	Monthly allowance for students enrolled in adult basic education courses.

Sub-theme	***Employment training and support***
Program Name	Bridging Program
Targeted Beneficiaries	Adults who are unemployed, in receipt of training or EI benefits, or who have received benefits in the last three to five years
Description	Provides funding to projects aimed at increasing labour force connections of individuals who may face barriers to employment. Included is support for training, assessment, counselling, academic upgrading, etc.

Sub-theme	***Employment training and support***
Program Name	Community Works Program

Targeted Beneficiaries	Adults who are unemployed, in receipt of training or EI benefits, or who have received benefits in the last three to five years
Description	Provides wage subsidies to employers connected with community organizations, municipal governments, Indian bands, tribal councils and Métis nations who will provide employment that will increase job skills and allow employees to gain experience. Supports for employees with special needs or accommodations are available.

Sub-theme	***Employment training and support***
Program Name	Vocational Services – Long Term Employment Program
Targeted Beneficiaries	Persons with disabilities
Description	Supports long-term employment through provision of training, job coaches and wage subsidies.

SASKATCHEWAN (LEARNING)

Sub-theme	***Adult education and training***
Program Name	Adult Basic Education
Targeted Beneficiaries	Adults in need of educational upgrading (basic literacy and learning)
Description	Provided through Saskatchewan Institute of Applied Science and Technology campuses, teaches skills that will aid individuals in finding employment.

Sub-theme	***Adult education and training***
Program Name	Literacy programs and services
Targeted Beneficiaries	Adults in need of educational upgrading (basic literacy and learning)
Description	Provided through Saskatchewan Regional Colleges, the Saskatchewan Institute of Applied Science and Technology (SIAST), Saskatchewan Regional Libraries and literacy organizations. Educational agencies recruit students and train volunteers to provide instruction.

Sub-theme	***Employment training and support***
Program Name	Work-based Training for the Unemployed
Targeted Beneficiaries	Unemployed youth and adults who face barriers to employment

Description	Preference is given to positions and contractors who provide training and employment to groups such as youth, social assistance clients, women in non-traditional jobs, First Nations and Métis peoples, people with disabilities and visible minorities. Wage and training subsidies are supplied.

SASKATCHEWAN (COMMUNITY RESOURCES AND EMPLOYMENT/LEARNING)

Sub-theme	*Employment training and support*
Program Name	Job Start / Future Skills
Targeted Beneficiaries	Unemployed residents of Saskatchewan
Description	Provides links between employers and individuals with particular skills. Also provides training for those who require upgrading.

YUKON (YUKON COUNCIL ON DISABILITY)

Sub-theme	*Education and employment training*
Program Name	Yukon College Learning Assistance Centre
Targeted Beneficiaries	Persons with disabilities
Description	Facilitates access to adaptive educational equipment, materials and supplies required by students with special learning needs, educational assessment, planning individualized skill development programs, coordinating tutoring, liaising with college staff and community agencies, etc.

YUKON (DEPARTMENT OF COMMUNITY SERVICES)

Sub-theme	*Employment training and support*
Program Name	Adult Services Unit
Targeted Beneficiaries	Persons with disabilities
Description	Aids in coordination of income support, education, training and employment for individuals with disabilities and other groups.

YUKON (DEPARTMENT OF EDUCATION)

Sub-theme	***Employment training and support***
Program Name	Labour Force Development – Training Trust Fund
Targeted Beneficiaries	Persons with disabilities (not exclusively)
Description	Organizes and promotes employment opportunities for individuals with disabilities.

Sub-theme	***Employment training and support***
Program Name	CHALLENGE Vocational Alternatives
Targeted Beneficiaries	Persons with disabilities
Description	Develops vocational training programs specifically for Yukon adults with disabilities. Partially funded by the Yukon Department of Education, programs have provided skills training in the areas of commercial kitchen, janitorial, landscaping and greenhouse, office, service station and carpenters' helper work. Wage and training subsidies are available.

APPENDIX 7

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